DOCUMENT RESUME

ED 146 838 HE 009 404

TITLE The Management of College Departments--Change and Development. Coombe Lodge Report, Study Conference 74/4.
INSTITUTION Further Education Staff Coll., Blagdon (England).
PUB DATE 74
NOTE 66p.; Papers presented at a conference
AVAILABLE FROM Report Editor, Coombe Lodge, Blagdon, Bristol BS18 6RG, England (One pound)

EDRS PRICE MF-$0.83 Plus Postage. HC Not Available from EDRS.
DESCRIPTORS Bachelors Degrees; *College Administration; Community Development; *Departments; Foreign Countries; Futures (of Society); Higher Education; International Programs; Management; Organizational Change; *Planning; *Post Secondary Education; Resource Allocations; *Retrenchment; School Community Relationship; School Industry Relationship; State Agencies; Technical Education
IDENTIFIERS *Great Britain

ABSTRACT

Papers on department management in a time of little economic growth include: education and the future (J.S. Bevan); educational change in the 1970's (G.A. Bonner); corporate planning and postsecondary education (G.M.A. Harrison); the future: the Council for National Academic Awards and the Technical Education Council (G.R. Tyler, K. Ollerenshaw); the international baccalaureate (J.R. Robinson); resource allocation (M.C.R. Adams); the Training Services Agency (T.R. Clendon); community development (P. Clyne); City and Guilds of London Institute developments (C. McC. Jones); and the nature of organizational change as an institutional or social process (T.J. Russell). (MSE)

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Coombe Lodge Report

Vol 7 No. 2

Study Conference 74/4

The Management of College Departments – Change and Development

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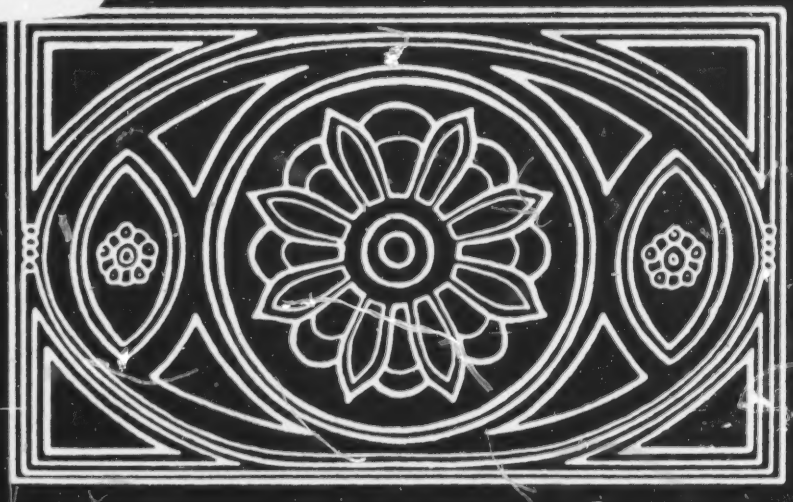

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Printed offset lithography on Crown quarto by Messrs. Hiscox & Lambert Ltd. Bristol

THE MANAGEMENT OF COLLEGE DEPARTMENTS - CHANGE AND DEVELOPMENT

Vol.7. No.2. 1974.

Study Conference 74/4

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FOREWORD

Education in the 1960's was a field of government endeavour which attracted, almost without question, a major share of national resources. In the present decade other services have come to be regarded as equally deserving of generous financial allocation. The current economic situation has resulted in resources for many services, including education, being limited, and FE, not being statutory, stands to suffer most. It is in this rough financial climate that FE must cope with the implications of developments such as our entry into the EEC, local government reorganisation, increasing community involvement in educational provision and the creation of the Technician Education Council and the Training Services Agency.

Mr. Bevan opened the conference with a broad review of education and the future. Other Speakers considered specific aspects of changes and developments which will affect FE. Mr. Bonner presented the ATTI view of educational changes in the 1970's. Mr. Harrison considered the effect on FE of corporate management in local government. Future CNAA developments were discussed by Mr. Tyler, and Dame Kathleen Ollerenshaw spoke of the creation of TEC. A new school-leaving examination, the International Baccalaureate was described by Mr. Robinson. Key areas of change: resource allocation, the TSA, community development and CGLI were discussed by Mr. Adams, Mr. Clendon, Mr. Clyne and Mr. McC Jones. Several members presented discussion papers. The project work on the identification of pressures for change and techniques for managing change which provided a focus for syndicate discussion culminated in a 'teach-in' where a panel of three speakers led discussion on topics relevant to the week's work.

J S Bevan,
Assistant Education Officer, Further & Higher Education Branch, ILEA.

EDUCATION AND THE FUTURE

"The purpose of this particular study conference is to explore current and future change in further education as well as in education generally. I have been given a very broad canvas to cover, and I can only hope to illuminate some parts of it. I want to approach the title of my paper from several angles and to raise questions. I do not intend to give many answers but I hope that I shall be able to suggest some.

the modern student

This September many new students will enrol in FE colleges. A typical student may be 16 years old. He has just left school, perhaps with a few CSE's, perhaps even with one or two 'O' levels and he will come to you for more 'O' levels, perhaps for one or two 'A' levels or for an operative or craft course. Or perhaps the student is a little older, 18 years or so and has one 'A' level and seeks to qualify on a technician course. Let us just think about this typical student for a moment. Assuming that he will retire at the age of 60 he will not retire until the year 2018. It is not unreasonable to assume that he will still be alive in the year 2038. The world of the 2020's is as remote from us now as we are from the 1920's. We need no reminding of how different that world was from our world now.

Alternatively, let us look at the immediate background of the student. His first conscious and continuous memories will be those of the 1960's. Man was already in space, the era of instant communication was already upon us, television was to be found in most homes. I think we can see that two points arise immediately. We cannot, even though we try, put ourselves completely in his shoes, and whatever, in the direct vocational sense, we teach him now, we can hardly expect it to have any relevance at all in the next century. I want to return to this student later but meanwhile will turn to some aspects of the general background against which we must work.

raw materials

We are currently in the midst of a difficult situation in respect of our energy supplies. Petrol and other oil derivatives seem to be limited and coal is not reaching the power stations and the homes as readily as it might. Neither of these two situations truly reflects a shortage in terms of the raw material but both make us particularly conscious of the possible effects of such a shortage when it eventually arises. We are not short of those who draw our attention from day to day to the shortages in raw materials that this world must inevitably suffer from in due course. We tend to feel perhaps that when the Middle East problem is resolved, when the industrial action in this country is settled then our energy supplies, our raw materials, our oil and coal, will return to normal although we accept that we shall have to pay more for them; but we have a nagging feeling that our supplies will never be quite the same again. The reality is that increasing shortages are becoming truly apparent to us and really with us.

Local authorities are currently meeting a real shortage of paper - paper both for writing and for duplicating, and paper in the printed form. Books and other printed materials are not being published on time because of the shortage of paper, and duplicated materials are having to be restricted in quantity because of the difficulty in maintaining adequate stocks of paper on which to duplicate or write. This is a real shortage and I have no doubt that there will be other such real shortages which will dictate changes in the way in which we go about our business.

population growth

We are not short either of those who point to the growth in the world's population. Many people are concerned, some very much more than others, about population growth. We read daily of different aspects of this problem. The current position is that the population of Asia is growing at such a rate that it will double in the next 30 years if the present growth rate remains unabated. Even in the United Kingdom the population will double in the next 140 years if the present growth rate remains unchanged. This may not seem too uncomfortable a prospect except for the fact that the United Kingdom is amongst the most densely populated countries in the world. To relate this growth to our concern in more immediate terms let us consider the 16-18 year old age group. This age group hit a peak of about 2.6 million in 1964, it then declined and two years ago it was only about 2.2 million. Now it is growing again. By the year 1981 it will have reached at least 2.8 million. It looks as though it may then turn down again and that another will come along but it remains a fact that at the beginning of the next decade the young entry group to our colleges will be the biggest it has ever been in this country.

expansion in education

Now I should like to turn to some aspects of the more specifically educational background against which we must work. I want to concentrate particularly on Europe because, whether we like it or not, we are now in Europe in a sense in which we have not been in the past. Those who are familiar with the other countries in the Common Market and around it will know that two features are common to the education service in the whole of Europe at the present time. The first is an extension of the period of compulsory initial education. We have just had the raising of the school leaving age. We are feeling our way towards an expansion of nursery education and the pressure is on, as it has been for some time, for compulsory day release. Throughout Europe the trend is to add at one end or other of the period of compulsory initial education yet more years.

The second common feature is an expansion of access to post school education particularly to higher education. We have had the White Paper and Circular 7/73 which, whatever criticisms one may make of them and however they are interpreted, provide for a further growth in post school education. The European trend is for access to be greater even than our own, so that by 1980 the United Kingdom will rank behind France, Belgium, Germany, Italy and Denmark in terms of access to higher education. Even so, and assuming that in the light of the current financial restrictions on us the government's plans still mean anything, we in the United Kingdom are going for something approaching a doubling of the 1965 access to higher education figure by 1981.

I cannot give comparable figures for day-release, or for 16-19 further education, and I consider that the absence of any such plans or projections is deplorable. It is interesting to consider these trends and their probable effects on our colleges in the light of what appears to me to be an increasing uncertainty on the part of young people, potential students, about the value of continued education. I do not agree with many of the cries for so-called "relevance", but the difficulties in the ROSLA year on the one hand, and the shortfall in applications for at least some university places on the other hand, necessarily pose questions that need to be answered. It is no good our having the largest ever young entry group. It is no good even expanding access to post school education unless what we do in the colleges is seen in some way to relate to the needs of today's teenagers, tomorrow's middleaged parents and pre-retirement employees in the year 2015.

trend towards unification

There is one significant domestic trend to which I should like to refer before I try to draw together these apparently disparate threads towards some sort of conclusion. The Technician Education Council has just published its first consultative document, largely dealing, as I am sure you know, with its proposed committee structure and terms of reference. The Business Education Council has not yet been set up but I think we can assume that it will proceed along similar lines. This is a convenient peg on which to hang a particular observation. That is that there is a growing coming together of the post school education service. Just as the Technician Education Council envisages its awards eventually subsuming much, if not all, of the panoply of City and Guilds, Joint Committees, and professional institution awards, so education for the 16-19 year old, whether at school or at college, and education for the post 18 year old is increasingly being seen as an entity. The most obvious example is the bringing of the colleges of education into the main stream of further education. That this process will bring with it growing pains is certain, and whether it will go far enough or in quite the direction that I would favour is not clear, but there is no doubt that it will be a significant factor in our futures.

assets

What then about charting our futures in this sea of uncertainty? I suppose that we might first consider our assets. It would be interesting to spend some time on financial assets, starting perhaps with the observation that whereas in 1945 we spent only 1.7% of our gross national product on education the figure this year will be approximately 6.5% of our gross national product. Such, however, is not my present purpose. I will content myself with the comment that despite this growth I am certain that we shall not have enough money to do all that we would want to do and I fear that we shall not have enough money to do all that we ought to do. In which case, of course, we shall have to make some very unpleasant decisions about priorities: but there are two assets which requires detailed evaluation and careful use. I refer to existing staff, and to existing plant, principally buildings. The former amounts to some 60,000 or so teachers in further education and the latter, over the educational service as a whole, to not less than 10,000 million pounds worth of property.

I do not want to spend very long on what are in effect the two bases on which everything must be built, but I wonder whether we ought not to examine for a moment the teacher profile. Allowing for entry to further education teaching at somewhere between 30 and 35 years, and a 30 year teaching career, together with the recent expansion, the average teacher in further education, if there is such a person, is an early 1960's model currently in his mid-40's. He has about another 20 years of his career ahead of him and by the end of it his direct personal, industrial or commercial experience will be 30 years old. It follows that whatever the other pressures on him, time must be found for him to keep in touch with the world outside the college, particularly in the field of his own specialisms. If that is true of his own expertise it must also surely be true of his pedagogic skills particularly as he will in all probability not have had any initial training as a teacher. I cannot believe that teaching skills will remain wholly unchanged while, for example, engineering and commercial skills change apace. In other words, and I intend no discourtesy, just as buildings must be maintained, refurnished and periodically replaced or added to, so also must staff. Education is, and will remain, a labour intensive activity (nearly 1 in every 100 people in the country is a teacher), and staff must be the most important asset.

values

What now, therefore, of our student? As to the mode of his education I think we must be clear that whatever we do for him at 16 or 18 can only be a beginning. No conceivable educational programme can hope to fit him in all respects for 40 years hence and so we must make a reality of 'education permanente' or lifelong education. But what of the content of his education? The technical and factual content is certain to change, perhaps very rapidly, from year to year. One thing, however, seems unlikely to me to change: the need for education to be contained within and to transmit a framework of certain values. I do not want to suggest to you in any definite way what that framework should be. Indeed those who see education as an agency for radical change in society and those who see it as an agency for the preservation and transmission of the values of society as it is will argue for very different frameworks, but without preaching and without firmly coming down on one side or another of that particular argument some values do seem to me to be essential and perhaps you will allow me to conclude by asserting two of them.

The first is beauty, by which I mean that sense of wonder and of appreciation that ought to arise in any field of study or life, whether it is music, art, the natural world or the scientific and technological world. Perticularly in the latter I think there is a danger of depreciation through what has been called 'technological overkill' and yet I remain convinced that any young person in whom this sense of wonder has not been developed is lacking something. It ought not to be possible for us to teach somebody in the technical field or in the field of the humanities factual knowledge without also conveying something at least of this sense of beauty to which I refer. I believe that the development of this value can properly be regarded as one of the functions which we must continue to have in education.

The second is truth. I do not mean the development of honesty in everyday life, important as that is, but intellectual honesty. This is related, of course, to the development of an ability critically to evaluate an argument, an object or a thesis and similarly related to the ability to criticise oneself. Without this value, without this ability, no knowledge, no scholarship, no craft skill is ultimately, in my opinion, of value. Therefore, in whatever we teach, whenever we teach it, we ought to seek to inculcate the idea that the second best is simply not good enough."

Discussion Arising

day release

Various issues relating to day release were raised during discussion. Firstly Mr. Bevan was asked whether he saw any liklihood of day release being made compulsory, as it is in Germany, within the next decade. He replied that he thought it likely that day release would be available as a right to any young worker who demanded it, but doubted that it would become compulsory within the next ten years. He regretted this, because he suspected that young people who were most in need of day release would be pressurised into foregoing their right to day release. There were two obstacles in the path of day release provision for all who requested it: colleges would not be able to accommodate a large influx of extra students (though it was unlikely that this would be a problem in practice as the expansion in students would be gradual) and small firms employing under five people would be unable to cope if their work force were reduced by, say, 30% because of one employee attending college. One solution might be from some financial assistance to be given to companies of this size who had workers on day release.

The problem of whether day release education should simply aim at training an individual to perform his job more efficiently or have the broader objective of helping him fulfil his potential in ways not necessarily related to his present employment was the subject of extensive discussion. One member suggested that the issue should have been settled by the ITBs deciding that compulsory day release should exist for training in professional matters and that if an individual wished to benefit from a wider education than this some compensatory payment should be given to his firm. Reaction to this suggestion was mixed. Several people felt that employers should have more than a narrow immediate interest in their workers. Mr. Bevan's view was that it would be quite wrong to limit day release activities to the immediately percieved needs of the company. It was in the interest of the country as a whole to develop people to their full capacity. Asked where the funds would come from to finance increased day release facilities Mr. Bevan said that this was a question of priorities. In his opinion it was more important to allocate funds for the education of those who had received none after the statutory school leaving age than to finance the education of those who had already benefitted from graduate and post-graduate education.

standards

Commenting on standards in assessment, Mr. Bevan said that attention should be paid to the critical decision of whether credit should be given for effort or whether there should be an absolute standard of attainment. Both had merits and were suited to particular circumstances. Where safety was paramount, for example in medicine, the achievement of an absolute standard of attainment was essential, but in examinations relating to the arts, perhaps credit should be given to the effort made by the student to understand and enjoy his studies.

G A Bonner,
President,
ATTI.

EDUCATIONAL CHANGE IN THE 1970's

"I believe it was the late Sir Alan Herbert who once suggested the setting up of a "Society for Leaving Things Alone". The rapidity of change in so many aspects of modern life and particularly in education is now so great that it is difficult not to feel some sympathy with the sense of bewildered frustration which must have given rise to such a counsel of despair. There cannot be many people nowadays who are concerned with educational administration who have not thought at some time or another how much easier life would be if only we could achieve at least some degree of stability instead of being compelled to take up an endless succession of new ideas which follow each other with such rapidity that one is tempted to use the words of the Red Queen and say: "It takes all the running you can do to stay in the same place." It is these new ideas which form the subject matter of this paper, the purpose of which is, firstly to describe the changes that are taking place in the education system of the 1970's - time will not permit a detailed examination of each change, they will have to be dealt with in "families" or categories - and secondly to determine an attitude towards them. Since I have been invited to speak in my official capacity I presume it will be in order for me to expound the policies of my Association in relation to these changes.

Classification is a difficult and dangerous art. The following might not perhaps appeal to a professor of logic, but it is workable, and, for that reason, I propose to divide educational changes into the following:

(a) Structural changes
(b) Changes in educational law and administration
(c) Curricular changes

It must be admitted that to some extent at least these categories are inter-related. Some changes are the direct consequences of changes in a different category. Many arise from pressures within the education system itself. Some, as I hope to show in this paper, are due to circumstances which have nothing to do with education at all.

Structural Changes

local government re-organisation

By structural changes I mean changes that have taken place in the institutions and organisations which the state has set up in order to administer the educational system. I would have been tempted to exclude from this

category the effect on education of the proposed re-organisation of local government because in essence this is simply a change in areas and authorities which ought to leave the fabric of education untouched. There are two factors however which make this impossible. The first is the transformation of the metropolitan districts into education authorities - against the advice, it may be said, of every teachers' organisation which gave evidence to the Redcliffe-Maud Commission as well as of the DES itself - which has resulted in the setting up of Education Authorities which by any standards will be too small to be viable. The second is the determined attack that was made while the Bill was in Parliament on the independence of the Education Authorities. Although this attack was successfully resisted in the sense that education authorities have retained their statutory independence, it has been revived in the plans of the new local authority associations to set up a rival body, very much under their control, to the Association of Education Committees, plans which, it is hoped, will be resisted by all who have the interests of education at heart.

higher education

A second important structural change is the emergence of higher education as a factor in the public sector. The inability of the universities to face up to the increased demand for higher education has led to a rapid development of degree work in the technical colleges and ultimately to the emergence of the polytechnics. This has created problems of finance and planning with which the existing machinery was totally inadequate to deal. The difficulty was not so much the absence of a solution as the existence of so many - and different - solutions. In 1972 The Expenditure Committee of the House of Commons recommended the setting up of a Higher Education Commission which would include the universities as well as the public sector. The ATTI, abandoning its former support for the binary system, came out with something similar by recommending the setting up of a National Council for Further and Higher Education. The local authorities were more moderate. While accepting the need for close co-operation between the universities and the public sector, they recommended (Report of the Standing Conference of Regional Advisory Councils - the Richardson Report) as a first step the creation of a single body for advanced further education. The local authorities were in something of a dilemma. Although they were anxious to share the financial burden of the polytechnics with the central government, they did not wish to part with control, and it is hardly surprising that these recommendations did not find favour in the eyes of the DES. As soon as this became clear the local authorities responded by setting up the Local Authorities Higher Education Commission, the object of which was to establish consultative machinery with the DES over higher education. The latest chapter in the saga is the decision of the DES to merge the great majority of the Colleges of Education with the universities and the public sector. Whatever academic merits the proposal may have it should at least introduce a welcome element of rationalisation into the financing of higher education.

cost effectiveness

The mention of rationalisation brings me to my next point - the growth of the concept of cost effectiveness. Cost effectiveness is not of course

the same thing as cost. The cost of education has always been a major factor and was the principal ground of objection to the Education Bill when it was before Parliament in 1870. By cost effectiveness however I mean the understandable desire to reduce the bill by ensuring that the resources now available are used in the most efficient and economical manner.

In schools we have had the pupil-teacher ratio for a long time but in further education it is a comparatively modern phenomenon. It began in 1957 when the Regional Advisory Councils were entrusted with the task of avoiding duplication in the provision of advanced courses. The nineteen sixties saw the four reports of the Committee on the More Effective Use of Technical Resources and its latest manifestation is the Memorandum of the Pooling Committee on Staff/Student Ratios. Contrary to popular belief the teachers' organisations are not opposed to cost effectiveness in principle. Indeed it can have advantages from our point of view. What alarms us is the possibility that permanent damage may be done to the fabric of education, if, as has happened in the past, these exercises are undertaken in a purely commercial spirit and with little understanding of the problems involved. Education is not a business and the commercial concepts of profit and loss have little relevance to it. When the first report of the Pilkington Committee recommended that the minimum enrolment for full-time day classes should be 24, I could not help but notice that the technical college in which I teach had obviously been built on the assumption that full-time day classes would number not more than 20 and the majority of the class-rooms had been designed accordingly. But the Memorandum on Staff/Student Ratios goes far beyond such minor pin-pricks. It does not take into consideration the enormous burden of administrative duties which those teachers engaged in the supervision of full-time degree courses have to bear. Much worse it makes no distinction between lectures and tutorials, and this in direct conflict with the requirements of the CNAA which very properly expects that tutorials on degree courses shall be carried out in very small groups. Finally it is calculated in accordance with a formula so complicated and so ill-adapted to the varying requirements of so many and so diverse courses that it is unlikely that much statistical reliability can be placed on the figures it produces.

Whether we like it or not cost effectiveness is here to stay and indeed, properly handled it can be of great benefit to us. I cannot think for example of any other way by which we might free ourselves from the Alice in Wonderland situation which now prevails in the financing of further education. To illustrate my point let me quote the case of a young man who takes a part-time course at his local technical college. The fee he pays will represent only a minute proportion of the cost of his education and in many cases even that minute proportion he will recover from his firm, who, in turn, may recover the cost from an Industrial Training Board or, if all else fails, will claim it as a deductible tax expense thereby throwing part of the burden onto the tax payer. The balance of the cost will be born by the LEA and will be charged to the rates set off however by a considerable government grant. If the course is AFE a substantial part will be charged to the AFE pool to which the local authorities themselves contribute, while if the young man lives in a different

area and the course is not AFE the cost will be recovered from the neighbouring authority by a process of unbelievable complexity known as recoupment. It is difficult to speak of such a system in terms of moderation. It cannot last. Sooner or later there must come recognition of the fact that the provision of education services is a responsibility of the state and that this responsibility should be discharged either free or at a heavily subsidised rate. The sooner we free ourselves from the penny-pinching mentality of the cost-accountant and the staggering waste of manpower which these calculations involve, the sooner we shall effect real economies in the administration of education in this country.

teacher participation

The final structural change that I would like to discuss is the tendency to transfer the balance of power by the gradual introduction of teacher participation at local level and of consultation at national level. The tendency is by no means new (teacher representation dates back to the Education Act 1944 and Academic Boards to the Education (No. 2) Act 1968) and reflects in large measure the increasing complexity of our way of life which makes control by the single individual less and less a practical possibility. Progress however has been patchy. A recent survey on College Government carried out by the ATTI has revealed some remarkable gaps not all of which are due to authoritarian principals. Democracy is a plant of tender growth and there is much evidence that teachers need to be educated in their duties as teacher-representatives, college governors and academic board members if they are to play a really effective part in the government of their college. At national level progress in consultation appears to depend on the political complexion of the central government. It is truly remarkable for example that the present Secretary of State should have set up the Advisory Council on the Supply and Training of Teachers only <u>after</u> the pattern of teacher-supply for the next ten years had been pre-determined.

<u>Changes in Educational Law And Administration</u>

quasi-legislation

The second category of change consists of changes in educational law and administration by the introduction of what Professor D. C. Holland aptly described as "quasi-legislation" i. e. the increasing use made of circulars, circular letters and administrative memoranda. Although this tendency is by no means confined to education its impact has perhaps been felt most in the educational sphere and represents one of the most striking constitutional changes this country has ever seen. In the nineteenth century legislation was effected by means of statutes and common decisions taken in the courts. These proved to be totally inadequate to deal with the growing complexities of life in the twentieth century and led to the introduction of delegated legislation, i. e. statutory instruments issued by a Minister of the Crown on the authority of an act of Parliament, and filling in the details with which the original legislation was unable to cope. But even statutory instruments have proved unable to cope with the plethora of decisions which modern administration now requires, and have in turn given way to a host of circulars and documents many of them of doubtful legality and often containing instructions thinly disguised as advice. I pity the poor Chief Education Officer

who only too often has to decide whether a circular from the DES is an instruction with which his authority must comply or whether it is a piece of advice which they can safely reject. The truth is that the distinction between legislation and administration so beloved of the classical lawyers is no longer tenable in modern conditions. Indeed the whole concept of law in the Austinian sense of a command from a political superior is breaking down and is being replaced by new theories of government in which co-operation based on intelligent understanding is taking the place of blind obedience.

subjects

Curricular Changes

My third category I have named curricular changes, but this implies something more than the substitution of new subjects for old. It implies a fundamental change in our attitude towards education and the role it plays in our daily life. In the nineteenth century education was largely the privilege of the wealthy and leisured classes and it is hardly surprising that it was geared to fit its fortunate recipients for the role they were destined to play as members of the ruling elite. When compulsory state education was introduced therefore it was only natural that the tiny minority of the working classes who were privileged to receive some form of higher education should be given an education on traditional lines. It was a long time before the wild inappropriateness of this was seen; before, for example, engineering and economics replaced classics as subjects of university study. In the schools the change was even more slow but it was firmly established by the 1970's and many subjects now taught in schools bear titles that are quite foreign even to members of my age-group. The change is however wholly to be welcomed. An ounce of home economics is worth a ton of history and the basic principles of citizenship of far greater value than a detailed study of Shakespeare.

examinations

Curricular changes are not however entirely confined to subjects taught. The whole examination system is under continuous review. Its obvious defects have resulted in growing attention being paid to the possibility of modifying it by continuous assessment. The setting up of the Schools Council in 1967 has brought teachers into active participation in curriculum planning. That some benefits have accrued is undeniable. Related recognition has been taken of the fact that there are tens of thousands of young people who need and deserve education but for whom the old system made no provision. What the CNAA has done for young people unable to secure a place at the university, the CSE has done (and, it is hoped, the CEE will do) for the hundreds of thousands for whom the gateway to paper qualifications was closed by the rigidity of the old grammar school system. Comprehensive education has widened the gateways of knowledge and at the same time freed young children from the tyranny of arbitrary selection at a fixed age.

The Schools Council however has not in the event proved to be an entirely unmixed blessing. The three reports of the two Working Parties, recently published (the Butler-Briault reports) have done valuable work in focussing public attention on the dissatisfaction which is widely felt with the present

Advanced Level examination. It has been less felicitous in the solutions which it offers. The trouble with the Advanced Level examination is that it attempts to achieve two different - and only too often mutually inconsistent - functions. On the one hand it is a school leaving examination and, as such, is intended to furnish evidence that its holder has pursued a two-year course of Sixth Form studies. On the other hand it is a qualification on which its holder's entitlement to pursue a degree course is judged. It is to the credit of the Butler-Briault recommendation that they have recognised this distinction and have dealt adequately with the former by providing a broader-based examination of greater scope but less depth than the Advanced Level. It is the wisdom of their solution to the second problem that may be questioned, i. e. the substitution of a 3N + 2F formula for the two or three A-level entry required at the moment. The purpose of this formula is to preserve a balanced curriculum and discourage too early a specialisation. That this is the current trend is undeniable as is also the fact that there is supporting evidence in the growing popularity of general degrees and the emergence of a new animal in the university zoo - the Joint Honours Degree.

Current trends are, however, not always indicative of progress. Sometimes they merely reflect the swing of a pendulum. 30-40 years ago the trend was in the reverse direction when the first or intermediate year at the university was replaced by the Higher School Certificate Examination (later the A-level) in order to permit of great specialisation during the university course and it is difficult to see why, what was considered progressive then should be considered retrogressive today. Specialisation is not a dirty word much as some of our modern egalitarians would like to make it so, and an examination system which fails to cater for the different needs of a variety of Sixth Form talent is likely to suffer the fate of Procrustes bed.

"education permanente"

I am not sure that my next point can be properly described as a curricular change but I am putting it here because it most certainly does not fall within either of my other two categories. I am referring to the growth of what on the continent is known as "education permanente" - the concept of education as a continuous process which does not begin or stop with any particular age-group but which affects us at every stage from the cradle to the grave. This tendency manifests itself chiefly in (a) increased attention to the necessity of providing better facilities for nursery education, (b) the raising of the school leaving age, (c) the campaign which the ATTI is waging at the moment for better opportunities for day-release, particularly for women and girls, and (d) recognition of the increasing importance of adult education. It is of the two latter that I wish principally to speak.

day release

I am sure that most of you are familiar with the history of day-release. It is a history of broken promises - of pledges given and betrayed beginning with the provisions of the Education Act 1944 (which were never implemented), the recommendations of the Henniker-Heaton Report in 1963 (which were not accepted) and the promise of the Industrial Training Act 1964 (which was not fulfilled.). Even after making allowance for the increased numbers undergoing

full-time further education there is still a steady decline in the number of young persons in the 16-19 age-group who are released from their employment for further education, to such an extent that at the moment only 40% of males and less than 10% of females are in this position. I do not believe that this situation can obtain much longer. I believe that by the end of the present decade the massive campaign which we in the ATTI in conjunction with the TUC are mounting will have born fruit, and that compulsory part-time education for the 16-19 age group will be as much an accepted part of the education system as the raising of the school leaving age is today.

adult education

With adult education the outlook is however gloomier. It is particularly unfortunate that the Russell Report - the first major review of adult education in nearly half a century - should have arrived on the scene at a time of particularly stringent cutbacks in educational expenditure. Adult education is the most vulnerable, the most expendible of all the education services. Why is this so? Firstly because there is a theory that it is somehow less important to educate an adult than it is to educate a child, and secondly because it is sometimes said that much of adult education is recreational rather than educational in the strict sense. Neither argument will stand up well to reasoned criticism. Much has been said about the necessity of providing facilities for the schoolboy who has missed out on the eleven-plus, or for the teenager who was unfortunate enough not to secure a university place. Very little has been said about the most unfortunate category of all - the adult who was deprived of all educational facilities when young and who now wishes in later life to make good the deficiency. In some respects his position is like that of the child of school-age in the middle of the nineteenth century when facilities were scarce, often provided only by voluntary bodies, and when state intervention was bitterly resisted on the grounds of expense. It has taken us a century to get rid of these prejudices in the case of young children. It does not seem likely that it will take another century to do as much for adult education, but I do not believe that the next decade has much hope to offer in this sphere.

future of education

I have been asked in conclusion to say something about the future of education - about the position which the education system may well expect to find itself in at the end of the present decade. This I find particularly difficult to do. Education has always been bedevilled by social, economic and political factors, waxing and waning with each change of government and vulnerable more than most to each wave of economies. To some extent at least our system of Parliamentary democracy is at fault here. As long as we have two major political parties each competing for the people's votes, so long will we have always in office a government which must always seek to justify itself to the electorate by doing something. Inaction is the most serious crime any government can commit. This is what I meant when I said that not all changes in our education system have been motivated purely by considerations of educational welfare and I am quite sure that that was what Sir Alan Herbert had in mind when he made the suggestion with which I began this paper. At the time of writing the whole economic situation of the country is in the melting pot and it may not be too

melodramatic to say that before long the major problem that will be facing us is not the survival of education but survival itself. In such circumstances the lot of the prophet is a hard one.

Let us assume however that it is possible to take education out of its context and to view it as one of those rarified abstractions that I remember studying in my first year of an economics degree course. If this were possible one might say that education will continue, in spite of many short-term setbacks, to make progress. The growing awareness of education as an investment rather than as a form of public expenditure must lead to the devotion to it of an ever increasing proportion of the state's resources and (it is hoped) to a drastic revaluation of the role which the teacher and the educational administrator play in modern society. The age-old dichotomy between education as a means of earning one's living and education as a means of living a fuller and better life will probably continue but will grow less important as the social ownership and control of the means of production gradually replaces jungle of vested interests which prevail today. Structure-wise we may expect to see an increase in the extent of central government intervention as the financial burden on the local authorities grows too great for them to bear. This should at least have the effect of bringing about a welcome rationalisation in the present chaos of councils and committees with different and only too often conflicting functions and jurisdictions. The planning of education resources on economic grounds, unpopular as it may be with the teaching profession, is here to stay and the universities like the prehistoric monsters of old, will have to learn to adapt themselves or go under.

Perhaps the most important development of all is the growing realisation of the part education has to play in solving the problems of the society in which we live. This implies a recognition of the fact that many of the evils which beset us today - crime and vandalism, drink and drugs, tax evasion and malingering, racial and religious prejudice - can best be cured not so much by penal legislation and draconian punishment as by a gradual awakening of the social conscience, and that this can only be achieved by an educative process leading to an ultimate realisation that the welfare of the individual must depend in the final analysis on the welfare of society as a whole. Earlier societies sought to achieve stability through the will of an individual who was strong enough to seize and hold the reins of power and who discouraged deviations from the norm by severe penalties. Such a system is no longer applicable today. We are learning to govern ourselves through the collective wisdom of society as a whole, and that collective wisdom is itself the product of educational growth. In spite of the set-backs which we so frequently suffer the tide of history is in our favour. It is a goal which we must and shall achieve."

participation

Elaborating on his paper, Mr. Bonner said that of all the changes taking place in the educational system, by far the most significant was the changed attitude towards the law and towards education. Law was by nature coercive, but as people found it unpleasant to be coerced a happy medium had to be found. Rules of conduct, which could if necessary be enforced but which would command respect from people because they would not have the outward appearance of having been forced upon them had to be devised. Law in the UK was a product of the capitalist system. Mr. Bonner said that although he was a socialist he had never decried the historical role which the capitalist system had played in our development - without it he felt it unlikely that the country would have had so many achievements. Until comparatively recently in the UK initiative and drive was dependent upon individuals - it was only in the 20th century that we had begun to achieve the collective responsibilities which ought to be our goal. Laws, therefore, had to be made by individuals. Most of our laws were feudal - many were bad - some were good. They were made by individuals who were strong enough to seize political power and to enforce their will upon other people who had the choice of either obeying the law or being severely punished. Mr. Bonner noted that this concept of law was giving way to a new concept, linked to the growth in political democracy. Laws were no longer remote, emanating from Parliament alone. They were rules of conduct which were often suggested and enforced not by the will of an individual but by the collective responsibility of society as a whole. This was the principle that lay behind the development of participation and consultation.

Mr. Bonner went on to say that this development had disadvantages. The fact that the law of education, for example, was no longer solely a matter of statute and common law, much of it being in the form of government directives, circulars and administrative memorandum made it difficult to differentiate between laws which had to be complied with and mere suggestions. However, this distinction was not as important as it might seem. What really mattered was that developments took place, whether or not this was a result of coercion or because their desirability was recognised. It was possible only in an extremely sophisticated and well-educated society to base rules of conduct not on Acts of Parliament or decisions in courts but on the collective wisdom of society as a whole. Unintelligent and unthinking people would obey rules of conduct only if they were liable to be punished for disobedience. Mr. Bonner said that the concept of the collective widom of society was the root philosophy of the academic board. Members were selected by their colleagues in order that their collected wisdom in decision making would lead to an improvement in college management.

"pseudo change"

The second point that Mr. Bonner made following his address was that not all change was necessarily good. This type of change he termed "pseudo-change". It was change for the sake of change. Dr. Carr, retiring President of the World Confederation of Organisations of the Teaching Profession, in his farewell address in 1973 referred to it as a new disease which was attacking society, "neophilia" the worship of the new. Mr.

Bonner said that in his personal opinion the root cause of this indiscriminating desire for change was to be found in our system of parliamentary democracy, based on the existence of two major political parties. The party which was in office at any time had the task of justifying itself to the electorate. Therefore it must appear always to be actively doing something. If it was not possible to find worthwhile activities, then the government engaged in harmless activities. Mr. Bonner cited the designation of the polytechnics as an example of such change for the sake of change. If polytechnics were charged with retaining their lower level work, there seemed to be no difference between them and other colleges, therefore there seemed to be no purpose in their creation. Similarly, the amalgamation of the colleges of education with the rest of the FE sector as a result of Circular 7/73 would cause problems which far outweighed the expected economies of scale - problems of split sites, loss of staff morale and esprit de corps. Mr. Bonner suggested that it might be possible that the merger was a political move to divert attention from the cut-back in teacher training places. He warned members that they should not automatically assume that changes were being made for altruistic reasons. Moreover, it should not be forgotten that under the British constitution the government was guaranteed only five years in office and this was too short a time for any plan, under any Department to be brought to fruition within this period. As a result successive governments reversed decisions taken by the preceeding government, and education today was at the mercy of politicians whose first loyalty lay with their party rather than with the education system.

Discussion Arising

redundancy

The problem of redundancy amongst teaching staff whose specialisms were no longer required to as great an extent as before was a topic about which members showed great concern. Mr. Bonner commented that although redundancy was unwelcome, there was no reason why the teaching profession could expect to be immune from it. ATTI policy was to try to keep redundancies to a minimum. Where they were unavoidable, teachers had the usual rights under the Redundancy Payments Act together with any more favourable agreements the local unit of the ATTI had succeeded in negotiating with the employer. Most local authorities tried hard to provide alternative jobs for displaced teachers.

part time staff

On the question of part time staff, Mr. Bonner remarked that in view of the drastic cuts in the education budget announced in December 1973, the jobs of part time staff were endangered, as this was one of the first areas that local authorities would consider when making their economies. The ATTI would, however, try to protect those part time staff whose entire living was derived from part time work, for example those teachers who had four or five part time contracts which together made up a full working week.

salaries

A criticism was made by a member of the element in Burnham salary agreements which was left to the discretion of the local authorities. In his experience, this flexible element was always implemented at the minimum level. Mr. Bonner said that there were certain advantages in having a small element of flexibility in a national settlement, and that some authorities were generous. However, in times of national stringency there was an increased tendency for authorities to operate the discretionary element at the minimum level. Therefore the ATTI was aiming to bring about the reduction of the amount of flexibility local authorities were allowed and in the current salaries policy there was less than in the past.

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CORPORATE PLANNING AND AFE

"Many local authorities, in their reorganisation, are moving towards new methods of corporate management and planning, details of which are often far from precise. In April I shall become a member of a Chief Officer's team in Sheffield, a Metropolitan District in the Metropolitan County of South Yorkshire. The total population when the reorganisation actually commences will be about 580,000 and it is served by the usual range of education services including Sheffield Polytechnic and two colleges of education. The Chief Officer's team, under a Chief Executive will comprise as well as the Chief Education Officer, a City Architect, a Planner, a Director of Social Services, a Director of Housing, a Director of Public Works etc and a number of directors of central services such as a Treasurer, Director of Personnel and a Director of the Legal and Administration Department. Many of our previous functions in Sheffield have been hived off to the Metropolitan County, therefore we shall be a body of offices different from what we were before reorganisation with different relationships.

theory

The theory of the new corporate management approach is set out in the Bains Report, documents by Professor John Stewart of Inlogov and the Patterson Report - a document which deals with the Scottish situation and is, I feel, rather better than the Bains Report. It describes clearly the corporate management process, stating that -

> "the ultimate objective of corporate management is to achieve a situation where the needs of a community are viewed comprehensively and the activities of the local authority are directed and controlled in a unified manner to satisfy those needs to the maximum extent consistent with available resources".

The report lists nine stages in the corporate management process: identification and analysis of existing needs and changing problems within the community; specification of objectives for the provision of services to meet those needs; consideration of alternative means of achieving these objectives, evaluating these alternative means in the light of the benefits that will accrue and the resources they require and deciding on the best ones; examination of the interrelationships and interactions of the different departments of the local authority; production of 'action programmes' covering several years ahead; implementation of the action programmes; systematic and continual review of programmes in the light of progress made and changing circumstances; measurement of real achievement in relation to the stated objectives. The essential characteristic of the process is its cyclical nature. Corporate planning is simply one of the elements of this corporate management process.

The Bains Report is not a particularly modern document. The committee began its work in 1970 and brought together many theories about local government management which had developed during the 1960s. Yet, unfortunately, many of the new local authorities are taking models from the Bains Report and interpreting them in ways which are not very imaginative. The document, quite rightly at the time, emphasised the need to unify the local authority's approach to the services it offered. It also rightly criticised some of the excesses of departmental separatism that have existed for a long while in local government.

In the general pattern suggested by Bains to achieve the Utopia of a unified management process there would be a Policy or Policy and Resources Committee of elected members which would take political decisions about the allocation of resources and the determination of priorities. Giving advice to this committee would be a team of Chief Officers who would meet frequently. Some type of organisation would be set up to facilitate the common use of resources, such as research and intelligence units and corporate planning units. There would also have to be some corporate planning structure within the local authority to allow the evolution and evaluation of policies to be achieved. Studies undertaken by Inlogov in Birmingham show that this type of pattern has been adopted by many of the new local authorities.

Sheffield

Taking my own authority as an example of the new method of operation, the Chief Officers meet frequently and are beginning to coalesce as a management team, although not all the Chief Officers have been appointed and new relationships are still evolving. We have so far produced only outline ideas for the servicing element which will help us become a corporate management team. We are trying to evolve a corporate planning unit but there are conflicting views about how such a scheme should operate. Some Chief Executives would like to form an entire department with staff concentrating solely on corporate objectives, producing plans which could be tested on departments, departmental committees or programme committees, but this would be prohibitively expensive and not necessarily effective. At the other end of the spectrum it is possible for the corporate planning unit to consist of a small group of co-ordinators who would work with departmental teams or programme teams for certain areas of activity, bringing together the objectives and approaches suggested by these teams into a corporate plan. Sheffield seems to be verging towards the latter type of structure.

Some positive steps towards the implementation of a corporate structure in Sheffield have been taken. Departments are represented together in "programme study groups" for the discussion and evolution of objectives when they mutually contribute to the provision of a co-ordinated service. For example education is grouped in one case with housing and welfare, in another with recreation and in a third instance with libraries and museums. It will take time, though, for any joint plans to result from these corporate groupings.

A criticism that I would level at the Bains Report is that it appears to ignore the realities of politics. I believe that local government will become more political after April, 1974 and the way the administrators choose to organise themselves, whether on a corporate basis or not, may make very little differences to final decisions which are, rightly, taken in the political arena. The politician cannot be chained to a detailed administrative plan, however apparently perfect; he is anxious to be re-elected and must retain the approval of his constituents, which means that he must be able to adapt his tatics rapidly according to changing situations. In systems of corporate management there is therefore a basic dilemma between political activity and administrative activity. It can be argued that given an efficient administrative structure, the politician will recognise its value and not allow his political activities to override it, but I am sceptical about this possibility.

practice

The principles of corporate planning and management are by no means easy to put into practice. An initial stage in the process of setting meaningful objectives is 'the identification of the needs of the community'. Yet how can we view the needs of a community when we cannot state definitively what is meant by a 'community'? The identification of a community differs according to a vast number of variables. How, too, can we identify the facilities which make an area pleasant for the citizen to live in? Do the planners really know what the citizens value most? Objectives must therefore be expressed with extreme care and sensitivity, and constantly reviewed. It is possible to see that a plan can be produced which becomes an end in itself, and the final outcome may bear no relation to the needs of the community which have changed since the plan was first developed. The formulation of objectives is no simple matter. In my own Department it has taken eighteen months to write a set of educational objectives for a two year period. The task was arduous and revealed many previously hidden conflicts and motives. It would be even more difficult to formulate objectives for a longer period or a wider spectrum.

The second problem in adapting corporate management theory to suit real situations is that models shown in reports as examples of corporate management structures in local government are often applied with little or no adaptation to local circumstances. They are seen as 'package' solutions to the problem of management structure, and frequently have the effect of stopping people from really thinking about their own unique situation for themselves and producing more suitable strategies.

Experience in my own department has indicated that conventional diagrams which profess to indicate lines of accountability between people in a management structure are virtually useless. Although the form in which a department is structured is of some importance, the final structure should depend on what tasks are to be undertaken, and in what manner. Therefore, once again, the formulation of objectives and the manner in which they are to be achieved is the vital issue. It is a mistake to devise a rigid structure in which people are interlinked in such a way that the prevent eachother from carrying out their tasks effectively. Such inefficiency is demonstrated in the conventional

hierarchical structure of, for instance, an education department in a local authority, or at a large college. In such a system, certain people are accountable for certain areas of activity and the further up the hierarchy they are, the more areas they become finally accountable for. The people at the top are likely to collapse, if not physically, at least as effective managers, under the strain of such responsibility. I believe therefore that the hierarchical approach should be avoided except where the organisation is concerned only with pure production and controllable processes. In cases where the main aim is policy formation the 'temporary systems' approach should be employed. People are allied in various combinations to particular jobs to be done, and are accountable for those tasks. Manpower can thus be linked to objectives - a rational approach to management and planning and one ideally suited to corporate methods of management.

corporate management and education

I have already mentioned the difficulties experienced by my department when trying to set departmental objectives for education in the area for a two year period. If the process is difficult to carry out among a group of people professionally involved in the business of education, how much more formidable it will be for the CEO to discuss his views in the corporate management team consisting of specialists in other fields. There is a great danger that the CEO on the team will be forced into the position of putting forward the 'education case' on every aspect of the service , when he is not really competent to do so unless he has been very well briefed in advance. Therefore there must be some means in the structure whereby the opinions of people involved in various parts of the education service, particularly FE and AFE can be made known. If the CEO himself is not fully competent to play the role of arbiter on every educational issue, how much less able will be the other members of the corporate management team, who may know very little about education.

Another difficulty for the educationalist operating within a corporate management system is that education, unlike services such as road maintenance and refuse collection, goes far beyond the needs of local community. It is a national service, which finds its expressions in provision within local communities. FE in particular is influenced very largely by mechanisation and process, government decisions, unions and other pressure groups totally outside the control of the local community. It cannot be regarded as a community service limited by county or district boundaries. Moreover, teachers have a special relationship with members of the community. They represent a daily contact with a very large percentage of the population, a unique situation in the local government service. This causes difficulties for the CEO operating within a corporate system, because it is one of the reasons why the educationalists in local government are frequently accused of separation and criticised for suggesting that the education service is different from other local authority services.

In saying that education seems only periphally attached to other local authority services I do not wish to infer that it is not important to the life of the community. Perhaps the role of educationalists in the corporate management team over the next few years should be to tease out those elements in education

and FE in particular which contribute to the ongoing future of the community in ways which have not until now been made clear to officers in other departments of the local authority. For instance, attention can be drawn to the relationship between FE, industrial training and the commercial and industrial health of a neighbourhood. The way in which a major centre of FE injects vigour into the local employment situation simply by its existence can be demonstrated. The college is a focus of expertise and can be used for consultancy purposes by local industrial and commercial firms leading to developments within companies. Many of these beneficial effects could be analysed and quantified. Moreover, a large institution, such as Sheffield Polytechnic with its budget of four million pounds, most of which is spent in the city, is a source of enormous wealth for the area, although this is often misunderstood by local government officers not involved in education, who see the Polytechnic as an unmitigated expense.

problems in corporate management

I would like to conclude by noting some of the difficulties and dangers connected with corporate planning:

First, theory about corporate management and planning may be well intentioned, but it will be difficult to realise in terms which are not dangerous to the institutions it purports to help, for if they have a present integrity interference with it may weaken it. Therefore the people who run the corporate management system will have to be alert and self critical to make sure that the corporate activity is not going wrong, for if it does, it will endanger the community of which such intentions are components.

My second point is that the corporate plan must not become an end in itself. Nor should objective setting be the responsibility only of local authority officers. Staff in educational institutions, especially large ones, should prepare objectives themselves which can bestudied by the local authority corporate management team. If the colleges do not set objectives, there is no alternative but for objectives to be set for them, with less satisfactory results.

Finally, as resources are limited and priorities must be decided, it is essential that people involved in the corporate planning process are helped to understand fully the need for various educational activities, even though they have no professional knowledge of education. Members of that team find it much easier to make a swimming pool a priority rather than a college because the immediate political pressures are easier to see and because the rate payers will be more immediately appreciative. Understanding of the necessity of strong and sophisticated education services for our culture and our complex technological society does not come easily without some vision. Therefore, unless steps are taken to ensure that educational objectives are fully understood, the education 'case' is likely to be vulnerable."

Discussion Arising

specialism

The first problem to be discussed was that of the conflicting roles Chief Officers would have to play in a corporate management system. They were specialists in particular fields and had been recruited as such, yet when they were on a corporate management team they had to suppress their specialist interests in determining priorities.

relationships

Mr Harrison was asked whether he thought that the reorganisation of local authorities would have a great effect on the relationship colleges had with the local authority. He remarked that colleges had to represent themselves articulately and with force to those who would represent them in discussions about priorities and the allocation of resources. He noted that in the past colleges had often been able to establish friendly relationships with local authorities, particularly the smaller ones and that there were fears that these helpful relationships might cease. But small authorities could be less effective than large ones. An authority had to be large enough to attract high quality staff. A very important task for the college was to develop satisfactory relationships with a new authority, and success in this depended a lot upon the quality and receptivity of staff in the local authority education department.

training

In reply to a question about whether staff in local authorities were to be given training in the operation of corporate management systems, Mr Harrison explained that Bains had said that staff would have to be reorientated to work in the new type of structure. Much had already been done through the work of Inlogov and the Regional Management Centres for senior officers and politicians, but there were still difficulties in persuading people that they actually needed training.

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THE FUTURE : CNAA AND TEC

"Perhaps the best introduction to a paper on the future of the CNAA would be a brief outline of its past and present activities. The CNAA Statement No.3 describes the Council as

> "an autonomous body which was established by royal charter in September 1964. The Council awards degrees and other academic distinctions comparable in standard with awards granted and proffered by universities to students who satisfactorily complete approved courses of higher education in establishments of further education which do not have the power to award their own degrees."

development

The CNAA was established as a result of the recommendations of the Robbins Report, 1963 and was the successor to the National Council for Technological Awards. This body awarded the Dip. Tech and it was originally thought that the CNAA would award a B. Tech. The Council is appointed by the Secretary of State. It has at present 27 members together with three assessors two of whom represent England and Wales, the third coming from Scotland. It is chaired by one of the six industrial representatives, Sir Michael Clapham, until recently chairman of the CBI. The universities are represented by nine members who balance the public sector of higher education - the four polytechnic representatives, three representatives of other colleges, one member from a college of education and one co-opted member representing the schools. There is also a local authority member, a local authority officer and the Chief Officer is an ex officio member.

policy

The policy of the CNAA was first enunciated in a Statement in November 1964 which said that two Committees would be set up for Science and Technology and for Arts and Social Studies. Certain responsibilities were delegated to these Committees and two more for Education and for Research Degrees were added at a later date. The Policy Statement, describing the nature of the courses said that full-time, sandwich and part-time courses would be offered and that the awards would consist of degrees, diplomas certificates and higher degrees.

A second Policy Statement followed in April 1965, which set out the constitution of the Committees, referred to Subject Boards on which a number of universities, polytechnics and other colleges were to be represented. The Committees would comprise the Chairman of these Subject Boards so they would represent the full spectrum of courses offered. With regard to titles this Statement reversed the decision to offer B. Tech degrees, electing instead to award B.A, B.Sc and higher degrees. The Statement also gave an indication of the conditions under which courses would be recognised.

The latest Policy Statement, No.3, of November 1965, (under review at the present time) emphasised that advanced studies, i.e. A1 and A2 work were to be the main preoccupation of any college offering CNAA degrees. The teaching staff would be expected to play a responsible part in deciding the academic policy of the college and therefore the college would be expected to have an Academic Board and staff representatives on its Governing Body. Adequate accommodation and library facilities would have to be provided for the course. The library would have wide and up-to-date coverage of the subjects required for degree purposes. While students would be encouraged to make use of specialised libraries nearby it was not expected that they would have to rely upon external library provision. There would have to be adequate accommodation for private study, staff workrooms, tutorial space and good social amenities for staff and students. The advantages to be gained from advisory committees involving the professions and industry was also stressed in the statement. Many colleges have found this Statement useful in persuading local authorities of the need to provide adequate resources, and parallel statements by the National Council for Diploma in Art and Design have had a similar effect.

With regard to adcaemic staff the Policy Statement emphasised that they were expected to be of a high calibre. In particular, the leaders of each branch of studies were to be well qualified academically and also have relevant teaching experience together with research or industrial experience. The Council expected some members of staff to be undertaking research and hoped that the staff would include members with substantial, appropriate and recent experience in industry or commerce, a stipulation which does not necessarily apply in the university field. It was hoped that some staff would do consultancy work and that every opportunity would be taken to encourage an interchange between college and industry. Above all, the document stressed that the staff should be good teachers, able to gain the respect and confidence of their students and to relate their own individual experiences to their teaching work.

It was decided that colleges would have to be inspected to ascertain whether they met the above requirements. This is done by means of a quinquennial visit. A visiting party usually includes one or more members of Council, Committee representatives and others who have experience of higher education. The college is inspected very carefully. The submission document is considered in detail and intensive discussions take place. The visiting party looks in particular for effective management and active participations by the teaching staff in the academic policy making of the college. The party examines staff resources, accommodation, the library, the basis on which practical training is organised and supervised in the case of sandwich courses, the college development plan including student numbers on various courses and the involvement of staff in research. If a college is approved in general, the visiting party examines in greater detail the aims and objectives of particular courses to be offered ensuring that staff fully understand and support them, and the resources to be allocated to each course.

novel features

I would like to draw attention to a number of novel features of the CNAA pattern. Perhaps the most significant is staff participation not only in the formulation of college academic policy but also in the formulation of CNAA policy on such matters as course recognition. In 1971 the CNAA invited college academic boards to nominate representatives on Subject Boards in those areas in which the college was academically strongest. Most colleges offering CNAA courses now have a representative on one or more Subject Boards. Secondly, the college is given discretion on such matters as admission qualifications being empowered for example to admit an applicant to the second year of a course if it would be a waste of his time to join the course in the first year. The encouragement of multi-disciplinary courses was a new feature in degree work when the CNAA was set up. The emphasis on sandwich courses and courses which are vocationally orientated but not narrowly profession is novel and uncommon in university first degrees. The facility for transferring students to other courses, both within the same institution or in another college with full credit for work already completed is an unusual feature as is the inclusion of project work and the requirement that students should take contrasting or complementary studies. There is freedom of access to Board members and officers to discuss a wide range of problems associated with courses. The insistance upon staff being good teachers first, and researchers second is, as I said above, vital and quite different from the order of priorities often found in the university sector. There is a novel freedom to experiment with different methods of assessment, subject to CNAA approval.

developments

Seven years of experience have shown that a number of aspects could be improved and the CNAA is sufficiently flexible to admit this. The course approval procedures are at present under review. The trend is for less documentation to be called for and for CNAA officers to be given more discretion to approve arrangements rather than involving members of Subject Boards. Somt of the polytechnics are chafing under the CNAA regime and would like opportunities for greater independence and perhaps autonomy. This has probably influenced the CNAA to become more flexible. A considerable degree of latitude has been given to the polytechnics, enabling them, for example, to validate M.Phil. degrees.

The CNAA is greatly concerned with establishing and maintaining standards. In the past it has involved a large number of university professors and other senior staff in Universities and other Higher Education institutions on Subject Boards; the course approval mechanisms are rigorous and the standards required are often higher than those demanded in universities. There is heavy reliance upon external examiners who mainly come from universities. There is, however, a trend to involve more polytechnic staff in the task of course validation and to use them increasingly as external examiners. This change is due to the trust and confidence in colleges offering CNAA courses that has developed and is revealed in the relaxation of course validation and renewal procedures. Close contact is established between the college and members of Subject Boards and the Council's Officers so the CNAA is able to develop a profile of the college.

Following the White Paper, 'Education: a Framework for Expansion', there has been increased CNAA involvement in the sphere of education. Several colleges of education are proposing to offer B.Ed degrees under CNAA validation. The CNAA are playing an important role in the arrangements being devised for the Dip HE and are anxious to ensure the maximum flexibility in its currency, so that it can be used as an entry qualification for CNAA degrees, universities and the Open University.

There has been a marked growth in CNAA courses. Enrolment figures are shown below:-

First degree enrolments

1964	3,000 enrolments
1968	15,000 enrolments
1972	33,000 enrolments

The 1972 figures show an increase of 20% over 1971 figures. In the area of arts and social studies the increase was 27%, compared to a 14% increase in enrolments for science and technology.

In 1972 there was a total of 444 full-time courses offered, divided as follows:-

305 courses in 39 science subjects;
138 courses in 18 arts and social studies subjects;
1 course in education.

With regard to part-time courses there were:-

50 courses in 11 science subjects;
6 courses in 4 arts and social science subjects.

There were also 47 Masters degree courses involving 583 students.

The growth in courses and consequent increase in validation work has led to the officers being given greater discretion to approve courses proposals, which will considerably reduce the work demanded of the members of Subject Boards and other normally involved in CNAA visits. In future where applications are made by colleges where staff are of known academic quality and experience the intense scrutiny of proposals and massive documentation demanded in the past will be reduced. Validation will be based upon the Council's knowledge of the college profile, the quality of the staff and the proposals submitted describing the proposed course. Visits will become more of a dialogue between Council members and college staff, and use will be made of external examiners' reports. There will be no insistence on a uniform format. When new course proposals contain some features which cannot be resolved the Council may be willing to give approval subject to the satisfactory resolution of this particular problem at a later stage. Some attention will be paid to the college's own critique of its efforts when a course is re-approved, and here again there will be less documentation and inspection.

Thus the CNAA's underlying philosophy has been to encourage innovation and experimentation. New course structures such as sandwich courses and modular courses have been welcomed. There has been an emphasis on the

CNAA's role of giving help and advice and this has resulted in a healthy dialogue between the Council and any college which has the potential to offer CNAA courses. Courses are essentially of the college's own devising and the task of the CNAA is simply to advise and validate ensuring that the high standards established over the past seven years are maintained. I believe that many more colleges will be seeking to undertake CNAA work in the future. It seems unlikely that the universities and polytechnics will be able to expand their resources sufficiently to achieve the target figures for 1981 outlined in the White Paper, "Education : A Framework for Expansion". If there is an increase in the demand for degree courses beyond the capacity of the universities and polytechnics, the task of providing these extra places is likely, therefore, to fall on the other colleges in the public sector."

Dame Kathleen Ollerenshaw, Governor, Coombe Lodge.

THE FUTURE : CNAA AND TEC

"In the context of further education, change in the 1960s meant expansion. In the 1970s we have to face change without growth - that is change that will tend to hurt. We have to continue to effect change but with few, if any, extra resources in terms of staff, finance or accommodation. We have to face change, which, unlike that of the last decade, may not satisfy the aspirations of college staff. Change in the 1960s was exciting. There was a sense of adventure. Student/staff ratios were generous because in any period of expansion staff are usually appointed in advance of increased student numbers. However gloomy in comparison the present outlook may be, we cannot afford an apathetic reaction. We have to adopt a positive approach to the current circumstances. This demands an exercise in personal relationships. Departmental heads will have to win the confidence of their staff and students so that, despite present difficulties, good results can still be obtained.

FESC

Many important developments in the field of further education have taken place over the past ten years. The idea of the Further Education Staff College was conceived in 1960, and, after initial difficulties, it became operational in 1964. There can now be no question of it being discontinued. The problem facing the Governors of Coombe Lodge currently is whether it should be expanded or remain the present size.

CNAA

The CNAA was also set up in 1964, taking over the work of the National Council for Technological Awards. The CNAA was to continue the work already begun by the NCTA in the fields of science and technology and to expand first into the arts and later into research and education. The CNAA's task was to establish its degrees as undeniably equivalent in standard to university degrees. In order to achieve this we had to be extremely tough about validation. As high as 95% of the proposals which came to us were rejected at the first submission. This made the CNAA unpopular for a time, but was

more than worthwhile. The standard of course submissions rose in subsequent years as staff and amenities in the colleges improved and the techniques of design of suitable courses was learned through hard experience.

TEC

The establishment of the Technician Education Council is parallel in several ways to the early days of the CNAA. As with the CNAA, a new set of skills and personal relationships has to be acquired. The idea of TEC has had a long period of gestation. Some seven years have past since the Haslegrave Report recommended that such a council should be established. Even when the principle of establishing a Technical Education Council had been accepted a considerable time elapsed before a chairman was appointed. In the initial stages particularly, the role of chairman is extremely time-consuming. Once a chairman had been appointed, the appointment of the members of the Council was relatively easy. Members are also appointed by the Secretary of State for Education and Science on the recommendation of senior civil servants and various other interested bodies who may be consulted in order to achieve a balance of interests as well as a geographical spread in membership. Although the Secretary of State exercises considerable discretion over who is appointed, it is never the policy in setting up any national committee to limit membership to those who are likely to agree with the government of the day on every issue. On the contrary, people with opposing views make a valuable contribution. A mixture of views may ensure that the worst stings of dissent are somewhat removed from the public arena where this could become destructive.

The importance of establishing a satisfactory terminology for the working structure of committees cannot be overstressed. A great deal of time has been spent on this in the Council's first few months. Unlike the CNAA which had only one existing body to take over and develop, TEC is moving into anything but virgin territory and there is a plethora of existing qualifications and examining bodies, each with their own nomenclatures, which are to be brought under a unified structure.

initial problems

The formation of a single body to do work which has until now been undertaken by so many different agencies risks causing resentment, among them the Joint Advisory Committees, the Regional Examining Boards, and the City and Guilds of London Institute itself which is giving TEC magnificent co-operation. Their work has been invaluable but the need now is for a unified system of technician qualifications. Employers and trainees alike will benefit from a system of courses and examinations which are of unified standard and which will have national and even international currency.

The logistics of the operation is certainly causing problems. The number of students taking technician courses throughout the country is huge, and staff of the CGLI may wonder how TEC on taking over a significant proportion of CGLI work will manage, particularly as our intention is to allow a large amount of internal examining to those colleges offering TEC courses which are capable of this. In this TEC may have greater difficulties than the CNAA which also encourages the colleges to exercise a large measure of self-dependence. The majority of CNAA courses are concentrated in the polytechnics. At

technician level there is a huge number of colleges of further education who will seek to offer TEC courses. Unless an acceptable method can be found for colleges to group together it is not easy to envisage how individual colleges can quickly run their own examinations.

The Council intends that flexibility should be a basic feature of its schemes, covering entry qualifications, methods of assessment and course structures. I believe that we may have gone if anything too far in schools in giving maximum flexibility in choice of subjects. We might achieve a stronger educational framework if we rationed the options offered in many school sixth forms a little more firmly and gave stronger emphasis to core subjects. A structure can be weakened in the desire for excessive liberality and it is not inconceivable that young students may make wrong decisions which cannot easily be made good later.

We must not underestimate the current fall off in applications for places at universities, colleges of education and polytechnics. Young people are reacting to the increasing number of employers who are reversing their former faith in the superiority of the graduate entrant and, in relation to the colleges of education, to the much publicised low pay of teachers. Nor must we underestimate the grim national economic picture which is reminiscent of the 1920s. We are caught in a trap of world economic problems and it may take several years to recover. We should not imagine that the cuts in expansion plans for education are necessarily temporary. In my view, the dark days may be with us for at least five years. As in 1926, the birthrate is tumbling. People committed to the purchase of houses and consumer goods postpone, often indefinitely, the birth of a second or third child. A sharp decline in the birthrate is felt almost immediately in the educational system. Moreover, while in a time of recession and limited job opportunities it makes good sense for people intent upon a career in technology to undertake extended training, the usual reaction is for people, afraid of missing the offer of a job through delay, to enter employment as soon as possible after leaving school. There is therefore a need for colleges to sell themselves even more energetically to the public, and to publicise these new technician courses in particular. There is much discussion and consultation still to take place, even befor the full Policy Statement is ready for publication. I know that principals and staff of the colleges will give valuable advice at all stages."

Discussion Arising

teachers' role in TEC

A criticism was made that TEC had no members who were teaching at 'grass roots' level in the classroom and was therefore in danger of failing to understand their problems. Dame Kathleen replied that such people were not excluded from membership, but the need to represent many different interests and yet at the same time keep the Council small enough to operate effectively did lead to some limitations. However, like the CNAA, which has many staff in colleges serving on its Subject Boards and Visiting Parties, there would eventually be large numbers of teachers at 'grass roots' level involved in TEC.

Schools Council and CEE

Dame Kathleen was asked whether TEC sought to have an active voice on the Schools' Council in order to rectify curricula discrepancies which often existed where, for example, students who have taken modern mathematics at school have to follow a technician syllabus based on traditional mathematics. She was also asked to comment on how the proposed Certificate of External Education would affect further education courses. Dame Kathleen answered that these questions were under discussion at the present time. She felt that a plethora of joint committees would cause chaos, but there was a good network of informed opinion among the members of TEC regarding issues concerning the earlier stages of the educational system.

J R Robinson,
Principal, Loughton
College of Further
Education.

THE INTERNATIONAL BACCALAUREATE

"It is necessary, I feel, before describing the International Baccalaureate and the political reaction within my college to the proposal to offer this new course, to give a brief description of the college itself. Loughton College is an average size college of further education which was originally designed as a feeder college to South West Essex Technical College, which is now part of the North East London Polytechnic. Before Loughton was even built, South West Essex Technical College came under the control of an outer London borough. Loughton was left in an isolated position, particularly as the Redbridge local authority decided to build their own FE college only four miles away. When Loughton College opened in 1964 it had an engineering department, a business studies department and a general studies department with a strong art section offering foundation courses. Difficulties soon arose for the engineering department because the college is situated in a rather salubrious area where there is very little industry or commerce. As a result of this, the college's growth over the first six or seven years was in full time general education, largely GCE 'O' and 'A' levels, ie courses which were already provided by local schools.

When I took up my appointment in January 1970 there was, therefore, an imbalance in the college - the general studies department was growing rapidly while the others were at a standstill. It seemed logical that if a new course could be introduced, particularly one involving business studies and science, it would be, ipso facto, a welcome development. I believe it is important, particularly for staff morale, for the departments in the college to develop on more or less equal terms.

The International Baccalaureate attracted me for two reasons: firstly, it would be a truly inter-departmental course; secondly, it seemed to resolve the problem of increasing specialisation in schools.

development of the International Baccalaureate

The Baccalaureate tradition stems, of course, from France, where every able child hopes to pass the French Baccalaureate which gives an automatic right to a university place. The International Baccalaureate was introduced in an attempt to meet the needs of the many 16-19 year olds in international schools who, because their parents were mobile, often found when they left school that they did not possess university entrance qualifications for the country they happened to be in at the age of 18 or 19. Many of them were, therefore, denied entry to university because of sheer force of circumstance. In Geneva in 1962 the first steps towards the development of the International Baccalaureate were taken. An attempt was made to devise a pre-university syllabus which would have credence at university level in any country which offered the course, no matter where the course had been taken. Pilot schemes were devised, for example, a history scheme was developed by a UNESCO

body in 1962, and received international recognition. In 1963 an International Schools' Examination Syndicate was set up in Geneva to take the development further. In 1966 Alec Peterson, who until last year was at the Institute of Education at Oxford, took over the Secretaryship of the new International Baccalaureate. After considerable liaison with academics from all countries experiencing the student problem I have mentioned - about 30 countries altogether - the International Baccalaureate itself was launched as a pilot scheme in 1970.

The IB is a two year course, similar in some ways to the old 'matriculation' because it is impossible for a student to specialise either in arts or sciences. Three subjects must be studied to higher level and three others are taken to subsidiary level. The academic standard is slightly below that of GCE 'A' level for higher subjects, and the standard of subsidiary level subjects is slightly above that of GCE 'O' level. The total load is therefore virtually equivalent to a three 'A' level course. In addition to these six subjects the students also take a 'theory of knowledge' course, designed to weld the subjects together. This course demands team teaching, for no specialist teacher could manage it alone. The course, which is not examined, includes logical symbolism, scientific activity, mathematics and reality, the relationship between the ideas of psycho-analysis and the understanding of man, the interpretation of history, sociological methods, the nature and basis of moral and political judgement, the nature and basis of aesthetic judgement, and opinion, faith, belief and truth. In most colleges every department would have to be involved with the provision of this course because it is so broad.

The six examinable subjects are as follows:-

1. 'Language A' - the language and literature of the mother tongue, combined with world literature.
2. A second language.
3. 'The study of man' - students select one of six options: history, geography, economics, philosophy, psychology or social anthropology.
4. An experimental science chosen from: biology, chemistry, physics, physical science (which is a more than usually demanding subject and therefore counts as one higher level subject and one subsidiary), and scientific studies.
5. Mathematics.
6. One subject taken from the following selection: plastic arts, music, another language, an additional option from 'the study of man', or further mathematics. The student may elect to study any three of these options to higher level, and the remainder to subsidiary level. I would argue that the course is potentially better than the proposed 'N' and 'F' courses which consist of five subjects plus a non-examinable general studies course. While I would be prepared to criticise the content of the syllabus in certain subjects, I believe in the overall concept of the broad based course. If successful in all subjects, the student is awarded a full diploma; if he passes only certain subjects and fails others, he is awarded individual subject certificates which in the course of time should assume their own validity.

The full International Baccalaureate has been accepted as an entry qualification by every university in every participating country. There are about 30 such countries, including the whole of Western Europe, Australia, New Zealand and the USA. Although the sample each year is small, perhaps no more than 600 students may take the Diploma in any single year, no holder of the Diploma has yet applied to a university in the UK and been refused a place. However, it is not possible to ascertain whether the offer of a place is really based on the possession of the Diploma, or the possession of other qualifications, such as GCE 'O' levels, which the student may also have.

The fact that the International Baccalaureate was deliberately attempting to shed its elitist image by inviting FE colleges to become involved was attractive, so 18 months ago I attended a meeting in Oxford which brought together about 20 people in FE who were interested in finding out more about the course. The meeting convinced me that the IB was a good course, open to improvement (but this is in the spirit of the International Baccalaureate which aims at "continuous rolling reform"), which a college concentrating heavily upon full-time 'O' and 'A' level work might offer as an alternative, particularly in view of the uncertainty of the 'A' level situation over the next few years. The other attraction, as I have said earlier, was the fact that the course would involve every department in the college.

In December 1972 I put the proposal to offer the course to the Academic Board, and they agreed, "in principle", that the course should begin in September 1974. They also agreed that Alec Peterson should be invited to speak to the Academic Board about the implications of introducing the International Baccalaureate in the college and "to consider giving his approval" to run the course. He came, talked to the Academic Board for about an hour and inspected the college. We then decided to write formally to the IB office in Geneva for approval to offer the course and received it. At the same time I approached my local authority and was immediately given permission to go ahead. I then called a meeting of all the specialists on the staff who were likely to be involved in the teaching of the course. Syllabuses and course regulations had been circulated to them previously. Each of the teachers - about 15 altogether - had reservations, some minor, some more serious, about his own particular syllabus, which was to be expected, but not one voice was raised against the actual concept of the course. In March 1973 it was reported to the Governing Body that the Academic Board had agreed in principle to offer the course.

Soon after this I became aware that the general studies department, led by the rank and file sociologists, who would be providing about half the staff for the course, were conducting a campaign against the introduction of the Internationale Baccalaureate. This was based on hostility towards its apparent elitism. Their lobby grew to a fair strength, involving as many as 25-30 members of staff. I discussed the matter with them, but they would not accept that Peterson had been invited to give approval for the course to be offered in the college, following the approval in principle of the course by the Academic Board. They also argued over the precise meaning of 'approval in principle'. A state of impasse had been reached and the only solution

was to ask the full staff, including some teachers who knew very little about the course, except through the campaign against it, to decide whether to refer the matter back to the Academic Board, to make the decision on whether to offer the course or not themselves, or to revert to the superceded method of asking me, as principal, to decide. I issued a discussion document together with the paper opposing the course which had been originally circulated by the general studies department, asking them to consider the matter very carefully in light of the fact that the power of the Academic Board was being threatened. At the full staff meeting in July the decision was taken to refer to the Academic Board for a confirmatory decision. This meeting was arranged for September, before college re-opened. Copies of the agenda were circulated, and the Students' Union President was sent copies to forward to six student representatives on the Academic Board. He failed to do so and when the Board met, there were no student representatives present. Therefore, when the Academic Board confirmed by a majority of four, that we would offer the course, the immediate reaction from those opposing the introduction of the course was that the vote was invalid. An extremely hostile campaign then grew up among a vociferous minority of students, who knew nothing about the International Baccalaureate and were not party to the previous year's campaign at all, but had been whipped up into a frenzy by some staff.

academic board representation

This raised serious questions about student representation on the Academic Board, because it became obvious that the staff who had objected to their absence had hoped to persuade them to vote against the introduction of the course. In November 1973 our Academic Board's constitution was due to come before the Governors to be confirmed or rejected. I had become convinced that the Academic Board was too large. It totalled 19 members of staff and six students and whenever a decision was needed it became necessary to set up a sub-committee or a working party. The maximum number of members for an efficient Academic Board is, I believe about 17 or 18. A working party which was formed to study the problem suggested reducing the staff representatives by three and I proposed a similar cut in the student numbers. This produced a hostile reaction from the general studies department. My proposal was carried by a small minority by the working party but the Academic Board voted to reduce the number of student representatives by only one, making five altogether. Therefore I was in the position of having to oppose the Academic Board's recommendation to the Governing Body, where I was defeated by two votes".

Discussion Arising

Lively discussion arose from Mr. Robinson's description of the political events which followed the attempt to introduce the International Baccalaureate at Loughton College. A member asked what could be done to prevent democracy running amok, as had appeared to be the case at Loughton. Mr. Robinson said that he firmly believed in the democratic process, and it was for this reason that he had set up an Academic Board two years before the regulation

enforcing colleges to do so had been introduced. Even seemingly destructive criticism might in fact be valuable. The conflict that had occurred in his own college had enabled him to identify pressure groups of which he had previously been unaware, and this was valuable. A second worthwhile effect of the hostility had been in the development of a particular departmental head, who had acted as a conciliator, and discovered what people truly thought, as individuals, rather than what had emerged in confrontation.

The comment was made that any substantial change was bound to expose problems and weaknesses within the college. What real problems had been isolated because of the introduction of the International Baccalaureate? Mr. Robinson remarked that the main problem the situation had revealed was that it was impossible to change the curriculum without changing both the institution and the people working in it as well. Perhaps it was necessary instead of thinking that a new course would be, ipso facto, 'a good thing', and therefore acceptable, to hold a preparatory meeting with all staff before putting the matter to the Academic Board.

WITNESS SESSION

The four witnesses addressed the conference on current issues in further education : resource allocation, The Training Services Agency, community development and developments in the City and Guilds of London Institute. After speaking in a plenary session, followed by a short general discussion, each witness visited the syndicate groups in turn for further informal discussions of their activities.

M C R Adams, Deputy General Secretary & Schools Officer of the General Synod Board of Education.*

RESOURCE ALLOCATION IN EDUCATION

"This is not a paper about RBL - Resource Based Learning. That is an issue of pedagogy where the word 'resources' refers to the various founts of knowledge, books, broadcasts, tapes, visual recordings and the rest from which a student may learn. Rather is this a paper about management where 'resources' is used to denote the inputs into a process which is undertaken for the purpose of producing outputs.

Education is a service process in which different agencies engage at different levels each having rather different objectives and therefore different resources to contribute and outputs to expect. To mention the more important of these there is the level of central government, the level of local government, the level of individual institution and the level of the department within the institution.

central government

Central government has only very general objectives in relation to the main stream of educational provision, its chief concern being to ensure that the local authorities operate their services efficiently and within broad national policy. The Department of Education and Science contributes few resources directly to the service, but the Department of the Environment acting corporately for the whole of the Government influences by means of the rate support grant the level of financial resources that in practice get allocated to the service by the local authorities. By the exercise of influence however the central government is able to expand or contract at will some of the resources available to local authorities. Circular 7/73 was an instance of the exercise of such influence by setting a target figure beyond which the central government did not wish to see the teaching force available to Local Authorities expand. The most important resource contributed directly to the main stream of the service by central government is a very appreciable block of manpower in the form of HM Inspectorate.

*At the time of this conference Mr. Adams was Deputy Chief Education Officer, Gloucestershire.

local authorities

The local education authorities by contrast provide most of the resources that the service needs. These resources are in fact finance (both capital and revenue), manpower and land. These are of course identically the same resources that as County and Metropolitan District Councils they will also have to distribute to all the other services besides education which they offer to the public. There is thus an inescapable need for authorities to adopt some rational basis for sharing out their available resources and distributing them between the various services for which they are responsible.

Year by year the resources available to local authorities are becoming apparently less and less adequate to enable them to fulfil all the purposes they would like. This is partly on account of inflation and the disappointing rate of growth in the GNP and partly because governments have as yet felt no inhibitions to prevent them from steadily increasing by new legislation the burden of local authority commitments.

institution

At the institutional level Governors and Principals derive most if not all their resources from their local authority but enjoy a good deal of latitude in the way they distribute them internally. The resources are basically of the same kind as at local authority level: finance, manpower and land, although at this level 'land' can be interpreted as 'space'. Space is a scarce commodity in a very large number of colleges and schools and the allocation of space as between departments is an important instrument in the hands of those who manage and control the institution's policy.

department

At departmental level very similar considerations apply but on a more restricted scale. The departmental head, as manager, is responsible for distributing the resources available to the department in the manner that will be most conducive to the attainment of the departmental objectives.

Thus throughout the various levels of educational administration we have the concept of resources and the concept of a management whose task it is to share out the resources over the whole range of functions that it controls. What rules or guide lines are there to help management in this task? The rules are of a general nature and wide application to all levels of management.

objectives

Firstly management must be clear what it is endeavouring to achieve - in other words it must be sure of its aims and objectives. Clear definition of the objective is an absolute essential to good decision making: if the objective is blurred the decisions of management are likely to be woolly and ineffectual.

agreement

In a service such as education where there is management at different levels the aims and objectives at lower levels must not conflict with those adopted at higher levels. Where, for instance, a local education authority has defined its objective in offering a schools service as being to assist parents in the upbringing of their children, an individual school cannot legitimately adopt an objective couched in terms, for instance, of promoting a juster social order irrespective of the parents' wishes.

The objective further needs to be known, understood and subscribed to by all who are going to participate in its pursuit. Good staff consultation and relations are therefore essential.

relevant factors

Secondly management needs to identify, set out explicity and then review all the relevant factors that may affect the pursuit and attainment of the objective. A Principal and his Academic Board may have identified the objective of a college in relation to its vocational work as being to make opportunities as widely available as possible for those living in the area to study matters relevant to the vocation of their choice. Factors that will affect the pursuit of the objective so defined would include:-

i) The resources available to the college.
   a) Premises including the prospects, if any, of new or extended premises.
   b) Number and qualifications of staff.
   c) Finance.
   d) Equipment.
ii) Number of potential students for courses of different kinds.
iii) Provision made in other colleges within reach.
iv) Employers' attitudes.
v) The strength of the demand for non-vocational work to receive a cut of the resources available.

alternatives

Thirdly, after carrying out an exhaustive review of the factors affecting the pursuit and attainment of the objective management needs to consider the alternative ways open to it and leading towards the objective. These various alternatives must be compared with each other, the advantages and disadvantages of each being carefully spelt out, including in particular the calls that each is likely to make on the resources available. It is worth while considering at this stage even some alternatives that appear at first sight unlikely since a logically arranged comparison of alternatives can often reveal surprising advantages in the adoption of a course of action that does not immediately commend itself.

Finally a decision between the alternatives has to be taken and resources allocated in accordance with it. The decision will in some cases be such that management can immediately take action on it: in other cases it has to take the form of a recommendation to another, possibly a Committee of elected members or a Governing Body or possibly a Principal or an Academic Board. When the decision is of the latter type management needs to enlist the arts of advocacy to complete the task it sets itself.

Management is not a matter just of flair or intuition nor is it a science. It is a mode of conduct applicable to human beings who find themselves in a managerial situation. As such there is a discipline in the form of general rules that can be taught. The following of this discipline is to put it at its very lowest level, a useful aid in the conduct of business the essence of which is bound up with the allocation of resources.

current circumstances

Resources allocation is a subject of vital importance to anyone in the field of educational management at the present time, particularly those working in the field of higher and further education. The reason is clear - since the early 1960s we have moved from a situation in which education was a field of government endeavour which attracted almost without question a major share of resources to a position in which education is viewed, corporately, as only a part of a much wider range of services to be provided. Now other areas of provision are attracting resources more readily than education. It follows that it will be more difficult than in the past for those involved in the education field to justify the expenditure of resources. It will be necessary to put forward a forceful case in order to acquire resources. This involves a clear statement of objectives.

There are many levels of educational management, and there can be different objectives at each level, but it is essential that at each descending level the objective adopted accords with the objectives of the sphere of management directly above. For example, an FE college cannot have as an objective the provision of education in a certain field if the local authority believes this should be the exclusive province of another college on the vicinity.

finance

Several factors affect the way in which objectives are pursued. The major factor is finance. FE has suffered in recent months compared to other sectors of education because it is voluntary rather than statutory. In recent cut-backs in expenditure, the Government has decided to preserve intact more of the resources that are directed to the schools sector than those for the FE sector. Almost all the FE sector's building programme has been cut. Therefore it is vital in the FE field to know the various ways in which objectives can be met and the resources that each of these objectives will consume.

co-operation

Finally, I would like to emphasise the need for co-operation between everyone involved in the FE sector. Gone are the days of empire building, gone are the days of competition. At institutional level there can be no competition within departments. Nor can there be any competition between institutions. Competition is wasteful of resources and it is vitally necessary in current circumstances in which resources are scarce to plan the distribution of resources in accordance with a logical scheme devised to meet an objective. This cannot be done if different institutions and departments within institutions have different objectives and they are each pursuing their own."

T R Clendon, Deputy Director of Training, Department of Employment.

THE TRAINING SERVICES AGENCY

"Before I make any comments about the Training Services Agency, may I emphasise that they will be unofficial and personal. The Manpower Services Commission has the role of making final decisions regarding the TSA, and until it has done so, nothing is definite.

My career has not followed the usual Civil Service pattern and may therefore be worth mentioning briefly. I joined the Training Division of the Department of Employment at Headquarters in 1970 after 15 years experience in industrial training and personnel management. I joined the Department to assist in the setting up of a Survey Unit to work with the Central Training Council in surveying the operation of the Industrial Training Act 1964 and the work of the Industrial Training Boards.

Three main surveys were carried out: The progress of management training and development; the advisory role of the ITBs; and levy exemption - a study of those Boards which, in various ways, had been moving away from the levy grant system. The Conservative Government, which had taken office just before I joined the Department, had stated in its manifesto that it would review the operation of Industrial Training Boards. This review started in late 1970 and passed through various stages, including the publication of the consultative document 'Training for the Future', the White Paper on Employment and Training, and the Employment and Training Act 1973 which led to the setting up of the Training Services Agency, the Employment Services Agency and the Manpower Services Commission.

TSA

The three main functions of the Training Services Agency, as I see them, are as follows:-

i) the promotion of industrial training in the economy, mainly through the ITBs, although the Agency also has a remit to promote training in areas not covered by the ITBs;

ii) the provision of training opportunities for people who wish to be trained for employment as individuals through the Training Opportunities Scheme;

iii) the strengthening of training knowledge, the undertaking of research into industrial training matters, the dissemination of training knowledge and the increase of the ability of all people concerned with industrial training.

Within the TSA there will be three Departments dealing with these functions. Firstly, the Industry Division will consider the promotion of training through industries, primarily an economic aim. Secondly, there is the Training Opportunities Division, which has primarily a social aim, discharging social responsibilities towards individuals. Thirdly, the Director of Training's Division will be concerned with improving the efficiency and effectiveness of the training process itself.

programme planning and budgeting

The sum of £35 million has been made available to Industrial Training Boards to promote industrial training. Early last year I was involved with a group of people trying to decide how this sum should be allocated. Rather than devising a formula,eg. such as allocating £X per head employed in the industry, we have used the programmed planning and budgeting methods and designed a version that is suitable for industrial training and ITBs. It consists of the following cycle:-

a) a strategic appreciation of the state of training in the industry;

b) the identification of the needs, and which of them are priorities in manpower and training terms;

c) the selection of particular programmes with objectives to be achieved within a five year period and the decision on what is to be achieved annually within these five years;
d) a consideration of alternative ways of achieving those objectives, eg. by grants, levy exemption, advisory work etc;
e) allocation of resources; and,
f) the measurement of results in terms of the objectives which were originally set.

Using this method we have discussed with the ITBs their future plans, programmes and budgets and we have arrived at provisional decisions about the distribution of the £35 million.

TOPS

Although I have not been so intimately concerned with the institution of the Training Opportunities Scheme as with the work with the ITBs I have been involved in it to some extent. In 1971, 20,000 people were given training under the scheme. This had risen to 30,000 by 1972. The target for 1973 of 40,000 was just achieved. The Government has indicated that it should reach 100,000 as soon as possible after 1976 for which there is an interim target of 70,000 to 75,000. The scheme caters for over 100 different occupations ranging from semi-skilled to management training. The objectives already set are simply in terms of numbers, but there are several other factors which must be considered.

The TOPS scheme is available to anyone over the age of 19, but they have to be either unemployed or leave their occupation to take up training. It is interesting to note that over 30% of the people benefiting from the scheme have resigned from their jobs in order to train - the scheme therefore attracts people other than those already out of work. Another interesting factor is the large percentage of women training under the scheme. This has reached 40% of those under training at any one time, whereas in 1970 only 3% of those training under the Government Vocational Training Scheme were female. Much of the accommodation for the increasing numbers of trainees has been provided by colleges of Further Education, although, as resources become less freely available in the future, the situation may become more competitive.

The Training Services Agency is anxious that it should have a constructive partnership with a wide range of bodies including the ITBs and the FE service, acting as an influence, a catalyst and a co-ordinator."

P Clyne, Community Development Officer, City of Liverpool.

COMMUNITY DEVELOPMENT

"Prior to taking up my present post I had experience in secondary education, FE and the youth service. The task of the Community Development Officer in Liverpool is unique in many ways, and therefore we are certain to experience teething troubles, particularly as there are few authorities from whose experience we can learn how to tackle the tasks we have set ourselves.

terms of reference

Before describing how the work of the community development officer relates to FE, let me give a brief indication of my terms of reference and objectives. For the guidance of the City Council and the officers in various departments of Liverpool Corporation we have produced a definition of community development:

> "a process of encouraging and enabling people to identify their needs and work towards the necessary provision of resources; money, staff, buildings, information etc., which will assist them to meet these needs".

partnership

Therefore, although my post comes under the aegis of the Town Clerk's department rather than the education, I regard myself as having an educational role in the broad sense of community education which leads to community development and the increasing ability of members of the community to take part in decision making. From the point of view of the local authority this definition of community development means that resources are sometimes to be made directly available to community groups. It also means that the local authority, both officers and councillors, have to make a positive decision to work with the people of Liverpool, rather than merely for them. Sometimes a forum for discussion and decision is provided for statutory and voluntary bodies and individuals, and sometimes we work with these groups towards a common objective. We regard it as axiomatic that a partnership can be created between the electors and the elected, and that priorities and policy can be determined as a result of that partnership. If there is to be any real democratic concept of consultation and participation priorities cannot be determined by the elected alone. In order to put these new methods into effect a review of committee structure is necessary. We have to discover means by which members of pressure groups and interested groups within the community can become involved at every level in decision making either by advising committees or being made fully co-opted committee members. Corporation officers, at every level, have to accept that the nature of their work will change if the community is to take a fuller part in decision making. They will not only have to work to a committee, but also to the citizens of Liverpool and the pressure groups that exist among them.

training

There has been a demand from officers and councillors for in-service training courses and seminars to equip them for their new roles. There are opportunities for officers at all levels to update knowledge of the techniques of public speaking, presentation of information to the public from the local authority, door-to-door questionnaire and survey work. For councillors there is information available about the possible inter-relationships of committees and departments and the relationships of councillors to officers, for certain officers have an obligation to the community which councillors at present believe encroaches upon their own territory. The community development process compels officers to enter into the community and become part of it. It follows that they will thereby become more knowledgeable about any ward, more aware of problems or potential problems that exist within it than any councillor. Unless councillors receive adequate briefing they are likely to become confused by the fact that officers will be better informed about the day-to-day problems of the community than themselves and may be disturbed by the consequent decrease in numbers attending their surgeries and the diminished press coverage they will attract in the new situation.

evaluation

My role as Community Development Officer in Liverpool is to evaluate the community work output of the Corporation departments and voluntary organisations in the city. Some of these voluntary organisations have an educational function, such as the WEA, and University departments. I can also advise other groups such as tenants associations in their protests against the Housing Finance Act and their campaigns against my own housing department who are having to impose the higher rents assessed as a result of the Act. I am obliged to regard the Corporation as only a part of the local community. Although the evaluation of the community work carried out by the Corporation would seem to demand a definition of community work, I have so far successfully resisted formulating such a definition as any such definition would be a constraint.

community work and education

However, for the purposes of day-to-day operations, community work in the sector of education is taken to include the youth service, adult education and community centre responsibilities of the education department; the liberal studies and general studies departments of major establishments; the role of the colleges of education; the relationship of the polytechnic and the university to industry, commerce and professional organisations in the city. My task is more marginal when related to the work of specialist departments in colleges of FE because the only pressure I can exert is to attempt to persuade them to relate their commitments more closely to the nature of the changing community in which they operate, and in which their students live. This is vital if the college is to play a proper part in the education of the community."

C McC Jones, City & Guilds of London Institute.

CGLI - DEVELOPMENTS

"My present post in the City and Guilds of London Institute is in the Research and Development Department which developed out of the Examination Techniques Development Unit, a department set up mainly to consider the introduction of objective testing in CGLI examinations. Prior to joining this unit I had some experience in the engineering, catering and hairdressing departments of CGLI.

TEC & BEC

Several factors are affecting the work of CGLI or are likely to do so within the next few years. Without doubt, the establishment of TEC and BEC, resulting from the acceptance by the Secretary of State of the recommendations of the Haslegrave Report, will have a greater effect on the CGLI than anything that has so far occurred in its history. It would be inappropriate for me to describe TEC and BEC in any detail, but I would like to show briefly how the formation of these two Councils is likely to affect CGLI.

The formation of TEC will reduce the work currently done in the technician field by the CGLI by almost 50%, although until TEC has published its own technician courses CGLI will have the responsibility for maintaining the present structure of technician courses and examinations, and it is unlikely that any

major changes will be made in these until they are superceded. The formation of BEC is unlikely to have the same dramatic effect on the CGLI, as we have not been as concerned with the areas it will cover, and therefore there will be no radical alteration of our arrangements.

examination results

Turning from a field of diminishing influence to areas which will concern CGLI in the future, developments are currently taking place in the processing of examinations results. By computerising many of our processes over the past two years we have been attempting to publish examinations results more rapidly. The latest work in this context has been the computerisation of entry procedures. We attempt to issue results within a month of the examination date. Early processing is particularly important for students in Scotland, where the academic year begins earlier than in England and Wales. Naturally, it is easier in examinations which make use of objective tests than in those with essays which have to be marked to publish results quickly, but we do attempt to accelerate the process in all types of examination.

There is a growing trend towards the inclusion of in-course assessment (by the teacher) in CGLI examination structures. This demands a great deal of time and specialised expertise, which many teachers feel they do not possess. CGLI must therefore clarify its views about teacher participation in course work assessment and ensure that where there is such an element instructions to teachers about how that assessment should be carried out are adequately prepared and understood.

information service

Another current improvement is in our information service. By spring 1975 we hope to have an information unit which will provide information as quickly as possible. Any query that cannot be dealt with immediately by the unit itself will be forwarded to the appropriate subject officer.

other developments

Other factors which will affect the CGLI in the future include the raising of the school leaving age, which will have to be reflected in the level of examinations we offer. Britain's entry into the EEC is also likely to have implications for the Institute in the future. We are making a detailed survey of Common Market practices and trends in further education and training so that all future plans will be made with full knowledge of European practices. Another factor worthy of note is the growth in agency work by CGLI. We are increasingly being asked to act as an examining agency for other bodies such as the National Examinations Board for Supervisory Studies. We are also asked to supply tests, often of the objective type, for other examining bodies. This trend is likely to continue and we expect eventually to be asked to supply similar material to lecturers in technical colleges who wish to use objective items in periodic classroom tests.

Mentioned in our recent statement of intent on examination structures and procedures is the proposal for a new wording on the certificates. In the future the word 'failure' may not be used - if a candidate does not pass the examination the suggested terminology is that he will be deemed 'not satisfactory'. With regard to successful candidates, we propose that there should be only four pass grades.

There has been criticism of the general studies element in City and Guilds courses. The Institute feels that the present arrangement is probably too demanding and our policy committee is considering the situation. A further problem which is being considered is the large number of youngsters who are not receiving any industrial training and for whom the new craft studies courses are unsatisfactory. We hope to be able to produce a suitable solution for this group.

In conclusion before you ask your questions, may I quote from an eighteenth century writer,

> "Examinations are formidable, even to the best prepared, for the greatest fool may ask more than the wisest man can answer."

Plenary discussion with the witnesses.

community services

From where do pressures for community education emanate?

Mr. Clyne expressed his belief that community service activities were at present a result of conflicts and pressures arising within the formal system: between officers and members at local authority level; at central government level through interaction between Ministers and their Ministries. There was an attempt being made now to reverse this situation, to make it possible for the central and local authorities to respond to pressure from within the community. In doing so, care was necessary to avoid responding only to the articulate and noisy pressure groups. In Liverpool 50 community field workers were therefore briefed to draw the attention of the Chief Officers to the groundswell of opinion which was strongly felt but not highly organised.

Mr. Adams remarked that in his view the origin of pressures of most kinds lay in education. It was in academic establishments such as universities where people had time to read and formulate opinions that pressures were born. The stages whereby the original thought was disseminated to a wider public and eventually became public opinion were complex.

Mr. Clyne was asked whether he viewed his role as enabling people in the community to make best use of the facilities available to them or to stir them into making new demands. He replied that his task was to rouse the community into making new demands, otherwise he would be a community relations worker. For too long people in the community had been unable to state their priorities, for too long there had been interpreters standing between the community and the provision. It was time the community was given resources to enable it to articulate its own desires and no longer have them interpreted for it.

TOPS

A member commented on the growing trend among increasingly younger people to wish to leave their employment and take up training. Mr. Clendon was asked whether there were any opportunities for them to train under TOPS.. He replied that as TOPS was aimed mainly at adults, it had a lower age limit of 19. There was provision for younger people to take a TOPS course if they

had, for example, a bad history of unemployment or a handicap, but these would be exceptional circumstances. The main reason for this was the basic philosophy in the UK that the training of young workers was the responsibility of industry and to give this responsibility to the government would entail a major political decision.

CGLI courses

Were there any demands for new types of courses to suit the 16-19 year old? Mr. McC Jones replied that the CGLI had received several requests for a vocationally biassed course for this age range and the Director General of the CGLI was at present serving on a committee examining possibilities. There was a feeling that some of the work done on CGLI courses could begin in the schools, and although in the past the CGLI had not regarded the schools as their sphere of influence, such developments might well take place within the next few years.

examinations

The plenary session with the visiting witnesses closed with a discussion on the purpose of examination, and certification. Mr. McC Jones felt that examinations on non-vocational courses such as home economics were valuable because they increased the motivation of many students, but as many students, particularly those who had not studied for several years, were deterred by the thought of an examination at the end of the course, it should be made clear that the examination would be entirely optional. Mr. Clendon noted that 40% of the TOPS courses were taken by women. These, usually of a clerical nature, had no examination. The criteria of success was whether or not they were employed at the end of the course, and many were. Reinforcing this point, Mr. Adams remarked that many certificates were taken because the student felt they would lead to employment - if the job was available in any case there was no need to take an examination. Mr. McC Jones thought, however, that the possession of a certificate was a 'trophy' to many people and boosted their morale and confidence. Mr. Clyne warned against relating of courses too closely to examinations. This required specialist trained teachers and colleges would lose a certain richness if they were to replace the professionals who taught part-time, for example hairdressers and potters.

PROJECT To identify pressures for change and techniques for managing change.

T J Russell,
Staff Tutor,
Coombe Lodge.

Introduction to the project - The nature of organisational change as an institutional or social process.

pace of change

We live in an era of rapid social change: so much that a whole industry of futurologists has grown up in the last decade explaining how we have passed beyond the stable state into a social situation of endless change and turbulance. These futurologists attempt to foresee changes which are just a little further along the time curve than developments which are taking place at present. The fundamental weakness of their activities is that they are trying to project the known forward, but the future contains certain elements of the unknown are unpredictable. Some of these thinkers have also tried to look at the consequences of rapid change in society, the organisations which make up society and the individuals within them. They consider how organisations try to survive within a turbulent society, how the turbulance outside the organisation affects and changes the processes within it and what resources are necessary to enable an organisation to cope with a period of sustained change in its operating environment.

One of the most forceful writers, Alvin Toffler, has described the situation as follows,

> "The acceleration of change in our time is, itself an element force. This accelerative thrust has personal and psychological, as well as sociological consequences.....unless man quickly learns to control the rate of change in his personal affairs as well as in society at large, we are doomed to a massive adaptational breakdown". (1)

The more rapidly the environment changes, the more rapidly an individual's personality has to alter to cope with the fact that there is less and less which is secure in the future and that there is increasingly less in his environment that was familiar to him when young. This in itself requires a personality reorientation.

The managers of educational organisations should pay particular attention to this since not only do their own organisations need to adapt to a changing society if they are to survive but the primary task of their organisations is to help individuals develop in such a way that they will be able to cope with change. All major policy documents at least since the 1956 White Paper on technical education have recognised this:

> "The pace of change is quickening and with it both the need and the demand for technical education. Technical education must not be too narrowly vocational or too confined to one skill or trade. Swift change is the characteristic of our age, so that a main purpose of the technical education of the future must be to teach boys and girls to be adaptable. Versatility has been the aim of a classical education; technical studies should lead

1. TOFFLER A Future Shock, Bodley Head, 1970

to a similar versitility and should, therefore, be firmly grounded on the fundamentals of mathematics and science. It is much easier to adopt new ideas and techniques when the principles on which they are based are already familiar." (2)

This concept has become commonplace but its implications have not always been realised, either for the specific course or the relationship between the teacher and the student. The teacher's expertise is rapidly becoming obsolescent. A teacher can no longer be an expert in a subject at any great depth; he must instead be an expert in teaching in such a way that the student becomes an adaptable person. Many people have seen the major source of this dynamic movement in society as being the economy. Rosemary Stewart (3) has enumerated a number of factes of this:-

1) Technological innovations, leading to new products and new methods of manufacture.
2) Shifts in market patterns as a result of technological advance, changes in consumer wants and new methods of selling.
3) Greater competition, both nationally and internationally, influenced by tariff changes and currency restrictions.
4) Changes in government regulations and taxation, hire purchase restrictions and labour policies.
5) New management tools, principally the computer.
6) Changes in the background, training and occupational expectations of the employees.

Concern about the limits to growth and the recent shock to our economic system with the realisation that the stocks of certain resources were finite might lead to the argument that we are approaching a state of economic stability and that the pace of change will be checked. I believe, however, that change, certainly the social change with which FE is concerned, will continue to accelerate. As we move out of the era of cheap, apparently infinite sources of power and raw materials we will face further changes akin to the recent and sudden quadrupling in the cost of petroleum, a major energy source and raw material. All raw materials and sources of energy will become subject to arbitrary government decisions to increase their cost. There will therefore be a more rapid oscillation between raw materials, energy sources, techniques and processes than ever before. There will also be a continuation of change which comes from scientific development because research is sufficiently institutionalised in colleges, universities and research institutes and the network through which new developments are communicated is established.

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2. Technical Education. Presented to Parliament by the Minister of Education and Secretary of State for Scotland by Command of Her Majesty, Cmnd. 9703. H.M.S.O., 1956.

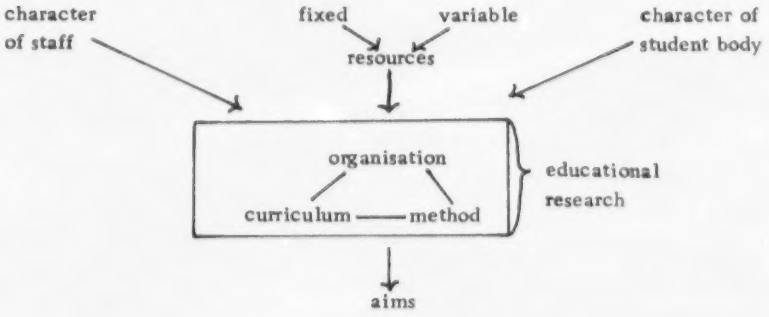
3. STEWART R The Reality of Management, Heineman, 1963.

the social order

We must also recognise that there are major social changes occuring which would be difficult to check. In 1969, when man stepped onto the moon, the notion of 'impossible' in social policy vanished. It was no longer accepted that anything was impossible. That event revealed that all economic and social decisions are political decisions about priorities. Therefore there is now a tremendous impatience with the social order, particularly among industrial groups, because it is believed that the social order is simply a result of decisions taken about priorities. The current state of discontent and frustration among various groups in society results from this impatience. Conditions are frequently better than they have ever been in the past, but there is pressure for improvement because it is realised that all this would require would be a re-allocation of priorities.

the college

The college is presented below as a model for change.



The organisation, curriculum and method of the college are interrelated. None can be changed without altering the others. Over a period of time the inputs into the college change - the expenditure on the college in terms of buildings and equipment, and, more important, the type of staff and student who enter the college. If the aims of the institution remain the same, for example for learning to take place and students to become qualified, we must either adopt some new pattern in the interrelationships of organisation, curriculum and method, or alter some of the inputs. Alternatively, in a turbulent situation of social change, with new demands being made upon the college, the aims of the institution may be changed. For example, it is quite likely that there will be compulsory day release for 16-18 year olds within the next decade if the percentage of young people staying on at school after the statutory leaving age continues to rise because there will be political pressure for a certain egalitarianism in the distribution of resources for education.

There is also a continual change in the kind of social personality that the teachers believe they are producing in their students. There is an increasing emphasis on creating people who are capable not only of adapting to change, of participating in the decision making of their organisations but actually demanding change. Within the sphere of education, this has been recognised for instance in the Weaver Report and Circular 7/70.

Two other inputs affect college organisation, curriculum and method. The first is feedback. Colleges contact their former students after they have entered industry and ask them to comment on what parts of their course they found most useful and what was of least value. As a result of this information alterations are made. Secondly, the institution is affected and changed by an input of knowledge, ideas and experiences from the rest of the educational system. Thus changes in aims, staff, students, resources and feedback information will affect the organisation, curriculum and method in the college.

innovation

Education is concerned with the social interaction between the teacher and the taught, and the way in which through this communication the teacher can control the kind of abilities and attitudes of those who leave the educational institution. The aim might be to produce students who are creative, democratic, capable of finding out things for themselves, of learning new skills in later life. Innovation, in respect of educational change, means, I believe, a change in the way teachers relate to students. J.J. Owen writes:

> "By definition, innovation is to do with something which is new rather than with the rearrangement of old constituent parts in a different pattern. The first point of importance is that change in education usually calls for response, while innovation calls for initiative."(4)

It is far more difficult therefore for teachers to cope with innovation than with change. It involves new ways of relating to students which affect the teacher's personality and job satisfaction.

There have been a large number of case studies of educational organisations which have tried to change. One of the best is an American study of Cambire School by a team led by Neil Gross.(5) The education authority attempted to implement innovation because it was felt that the teachers had an inadequate model of their role with regard to pupils. They were didactic and authoritarian, and the local authority wanted them to adopt a catalytic role model in which teachers allow much greater freedom to pupils to experiment with knowledge and learning. Educational administrators from outside the school were brought into the school to implement the innovation. Somewhat inevitably this led to some institutional conflict. As the principles of innovation are at variance with those of existing practice their implementation is likely to require changes in both the identities of the people involved and in the institution's social structure. The individuals who had to participate in the innovation scheme at Cambire School were exprected to reverse previously held beliefs, develop new loyalties and change their existing role conceptions and their career conceptions as traditional departmental structures were threatened. The educational administrators were also put under pressure to change. The innovation required from them a higher input of teaching resources which not only cost money but demand a new kind of relationship between those outside the organisation and those within it. Educational change of this order is, therefore a complex social process in which teachers, administrators, examiners, local authority advisers and local authority administrators all have to change the way in which they relate to eachother.

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4. OWEN. J.J. Change and Innovation in School. (Unpublished). 1971.
5. GROSS. N. et.al. Implementing Organisational Innovations . Hooper & Row, New York. 1971.

It might be argued that this type of innovation is unlikely to occur in a similar way in the UK. I would contend that the Cambire School project is parralleled almost directly by two major projects in this country: the introduction of the CGLI new craft studies syllabuses and the introduction of the new OND in technology. Both require a similar role change, a similar adjustment in the relationship between teacher and taught in order to create more adaptable, more articulate craftsmen. The CGLI syllabuses were introduced by an outside examining body without adequate preparation of the teachers, many of whom did not realise that their role relationships would have to change. Research carried out by Brunel University revealed that 25% of the teachers running the new courses had not seen a copy of the syllabus. The OND in technology has been introduced in a more controlled way, with restricted access so that colleges could be inspected and prepared for the necessary changes before they are allowed to offer the course, but like the CGLI craft studies course, it has suffered from an inadequate supply of resources. Thus the role changes which accompany major educational innovation are imperfectly understood. Our main task as administrators is, therefore, to help the teachers involved in innovatory work to reorganise their conception of their role as so assist them in carrying out their new tasks more efficiently.

change procedures

It is justifiable, I think, to accept the model that innovation is imposed, though I would add the caveat that for any real change to take place it must be fully understood and accepted. Our object is to consider the innovations which are expected of us, decide which of them are reasonable and sensible and what social processes must be undertaken within college departments in order to make those innovations really work.

A schemata for change procedures in industry, devised by Tom Lupton, (6) might be of some relevance to the educational institution undergoing change:

1) Detail organisational alternatives.
2) Formally map out present organisation as a system.
3) List groups affected by the proposed change - the catalytic role model introduced at Cambire School, for example, has implications for the teacher's self conceptions and his status as an expert and may undermine the set of loyalties, professional commitments and intellectual perspectives he has acquired.
4) Examine issues likely to be raised by groups for each alternative.
5) Assess reactions, the acceptability of reactions and the acceptability of alternatives within these groups.
6) Test the feasibility of the alternatives and adopt the least costly and most adaptable - clearly this is a problem concerned with cash flow in industry, and is less relevant in the educational context.
7) Examine means of redress to aggrieved groups and take appropriate steps.

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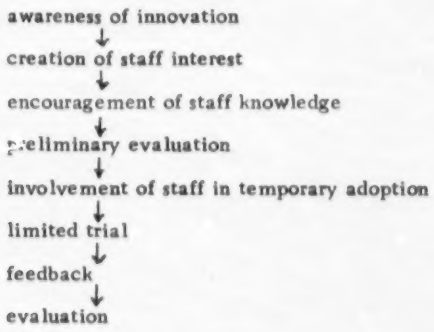
6. LUPTON. T. Management and the Social Sciences. Hutchinson. 1966.

Eric Hoyle, (7) an educationalist concerned with research, innovation and development has devised the following model for the introduction of change in an educational organisation:



My colleague, Colin Turner, (8) has suggested the following six points encompassing the introduction of a change in an educational institution, which will serve as a summary:

1) Check the organisational state of the college and the morale of the individuals within it. Ensure that it is working smoothly. The involvement of staff is essential and the communications network must be efficient in channeling opinion up as well as down.
2) Adapt a staff development programme.
3) Obtain information necessary to make decisions.
4) Obtain staff acceptance of change.
5) Retain flexibility.
6) Monitor the change.

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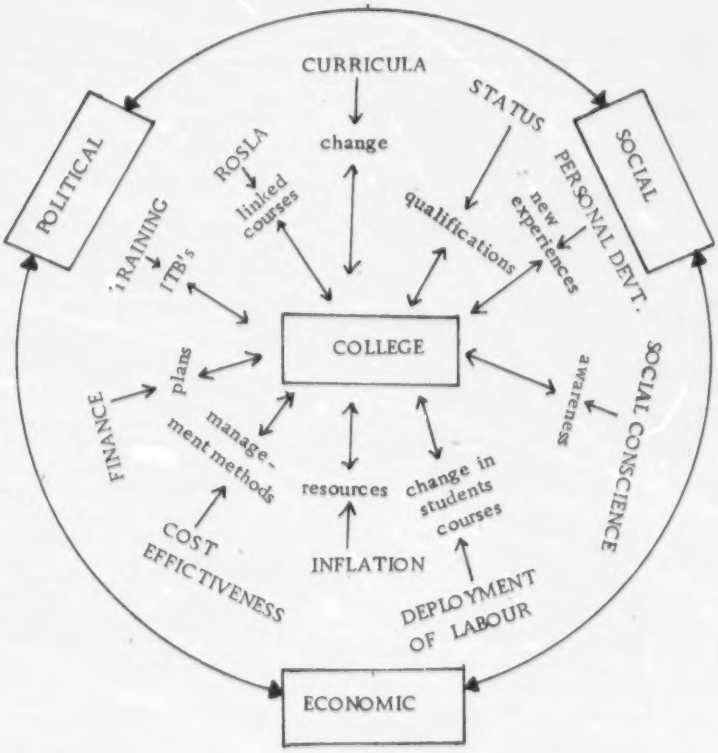
pressures

Two syndicates grouped the pressures for change under several headings. Syndicate 3 differentiated between social, technological, educational and political pressures, though stressed that they were closely interwoven. Social pressures were identified as affluence which affects job expectancy, turnover, length of full-time education, the 'pop' revolution, the generation gap, the changing role of women, increased leisure and the impact of the media. Technological pressures were seen as affecting the speed and extent of change, influencing method and curriculum. Educational pressures included the increased numbers remaining at school after the age of 16, the raising of the school leaving age, curriculum and examination developments for the 16-19 age group and the Schools Council. Finally, political pressures were identified as the Russell Report, local government reorganisation, the EEC and the possible development of common qualifications in constituent countries, the campaign for statutory day release, increased consultation and participation in college management, and the entry of colleges of education into the mainstream of the FE system and Dip HE proposals.

Syndicate 4 grouped pressures into three main areas: political, social and economic, again emphasising that they were interlinked. Just as pressures from society would affect the college so activities in the college would have an effect on the community, as illustrated in the diagram below:



Other pressures identified by the remaining groups include trade unions, and professional bodies, government agencies such as the HMI and internal pressures from staff and students.

techniques for implementing change

A strategy for the implementation of change suggested by syndicate 3 had four items:-

1. The development of mandatory policy-discussion and decision making bodies on a national, area and institutions basis;
   a) to formulate five and ten year plans having identified the needs of the local community and industry, and
   b) to be given all necessary human and other resources to run the ensuing courses,
2. Prognostications thus obtained regarding staffing to be given to the profession to control its own entry with adequate safeguards for qualification, salaries, conditions of service etc.
3. All teaching and management posts to be filled by trained personnel.
4. Management by objectives and continuous staff development to be employed.

Two groups presented the process of implementation of change in the college in the form of flow diagrams. Syndicate 4's model had five steps: identification of the required change; explanation and consultation with staff, industry and the local education authority; 'action' decisions regarding timing, staff appointments and training, accommodation and resources; implementation of the plan, and review which gives a feedback affecting each of the four preceding stages.

The model suggested by syndicate 1 had 10 steps: pressure; analysis of resulting problems; outline plan to solve the problems; disclosure of the plan; consultation with interests involved; discussion and amendment; decision; publicity; implementation and review and feedback which affects the final five stages.

academic board

Syndicate 2 noted that the role of the academic board in the change mechanism was a key issue. Many members who had high expectations for what it offered in terms of participation, consultation and decision making were disappointed and felt that the attainment of their hopes was doubtful. Problem areas were thought to be the Chairmanship of the Board - it was a severe dichotomy of role for the Principal - the ability of members to participate in the committee process and the level of knowledge of members of college, subject and course affairs. Unease was expressed over whether the academic board could ever become a mechanism for change and the group mooted that perhaps the 'Principal and Head of Department team' should re-emerge formally as the college's planning team, with the role of the academic board being reconsidered in this context.

'TEACH-IN'

For the final session of the conference Mr. Robinson and Mr. Tyler who had both spoken earlier were joined by Mr. D. Williams, Director of Education in Avon, to form a 'teach-in' panel.

college budget

One of the first issues to be raised was the thorny problem of cuts in the budget of individual colleges. Mr. Tyler remarked that in his experience, however closely a Principal pared down his college budget in the interest of economy the local authority's FE sub-committee and finance committee always made further cuts. One solution was perhaps to submit a modified list of justifiable educational requirements. In his view, members of local authority committees needed some briefing and orientation into college problems; perhaps they would then realise the full implications of what are often quite arbitrary cuts in the budget, sometimes from specific heads of expenditure, for no apparent reason. All the members of the panel agreed that it should be the college's responsibility to decide where any necessary cuts should be made. Mr. Tyler said this gave an opportunity for teaching staff serving on the academic board to participate in sharing resources, although it could cause additional problems for the Principal in cases where he disagreed with the views of the academic board. Mr. Williams added that the Chief Education Officer must ensure that any cuts imposed would not affect agreed development plans of the college.

colleges of education

Turning to the question of the colleges of education being brought into the FE sector, Mr. Williams said that he welcomed this decision. However, as so many colleges of education valued their links with the universities, they should not be forced to abandon this connection. Asked whether the CNAA would object to colleges wishing to continue to be validated by universities while the CNAA were asked to validate Dip.HE's. Mr. Tyler said that he did not expect the CNAA would resist this.

scale

The size of departments was the next topic to be discussed. Mr. Robinson said that he had 85 full-time staff in five departments at present, and would soon be creating a sixth department. Discussions he had taken part in indicated that 120 staff would be the most the college would wish to have within the next five years. In his view, a Head of Department could not cope with more than 30 staff. Mr. Williams disagreed that this was necessarily the case. He noted that many large comprehensive schools had failed because they had not applied the management structures which would enable them to function efficiently as well as achieving their educational objectives. It was traditional for the Head of Department to be primarily a teacher. Perhaps a large department would function better if he were, first and foremost, an administrator. The question was then raised of whether the Head of Department could be a temporary, rotating appointment. Although it was acknowledged that rotating professorships existed in some universities, the general consensus of opinion was that the concept was unacceptable. The comment was made

that once one became an administrator, one would quickly become out of date in the technology of one's specialism. Mr. Robinson said that while it was necessary to understand the problems of the teacher in the classroom, and while many Heads of Department missed their teaching role, they became involved in other activities which became equally important to them.

in-service training

The panel agreed that a course of in-service training was of more value to FE teachers than initial training. Mr. Williams thought that eventually attendance at a Teachers' Centre should become part of an FE teacher's contractual agreement. Mr. Tyler said that his staff had shown enthusiasm for in-service training. They were anxious to attend sandwich courses at colleges of education catering for them. At Ealing there were three education lecturers who offered a lively training programme, and this course was open to teachers from other colleges.

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J S Bevan	Assistant Education Officer, Further & Higher Education Branch, ILEA.
G A Bonner	President, ATTI.
T R Clendon	Deputy Director of Training, Department of Employment.
P Clyne	Community Development Officer, City of Liverpool.
G M A Harrison	Chief Education Officer, Sheffield.
C McC Jones	City & Guilds of London Institute.
Dame Kathleen Ollerenshaw	Governor, Coombe Lodge.
G R Tyler	Principal, Ealing Technical College.
D Williams	Director of Education, Avon.

Conference Tutors

J R Robinson	Principal, Loughton College of Further Education.
J Latcham	Staff Tutor, Coombe Lodge.
T J Russell	Staff Tutor, Coombe Lodge.
C M Turner	Staff Tutor, Coombe Lodge.

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